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ABSTRACT

This document discusses issues relevant to child care in Boston and in five chapters and extensive appendices, offers recommendations to strengthen the city's child care system. Chapter 1 describes background issues relevant to child care, draws a portrait of Boston families, and offers recommendations for expanding child care resources. Chapter 2 examines the role of the community in providing quality child care and offers recommendations for creating a child care system. Chapter 3 discusses the quality, availability, and affordability of child care, and makes recommendations related to these topics. The roles of the city, foundations and charitable organizations, employers, and the Commonwealth of Massachusetts in providing child care are examined in Chapter 4. Chapter 5 contains recommendations organized into four topics relevant to child care: (1) family support; (2) quality of child care; (3) affordability of child care; and (4) reinforcement of Boston's existing child care infrastructure. Appendices include a list of programs funded by the Boston Foundation; descriptions of Boston's children's services, the Massachusetts child care delivery system, and federal support for child care; lists of Boston businesses that support child care, children's advocacy organizations, and early childhood education resources; and a glossary of child care terms. (SM)

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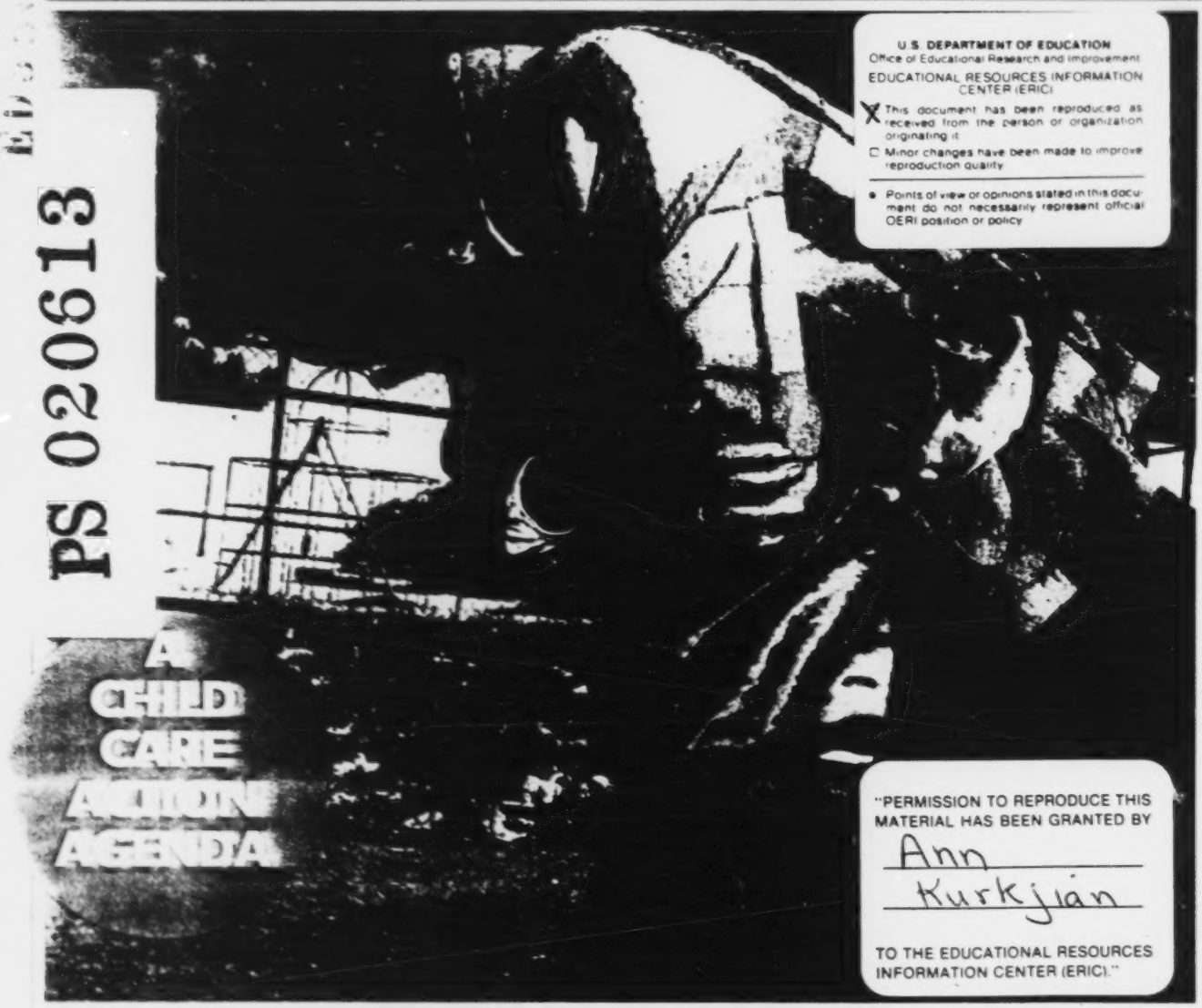

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THE BOSTON FOUNDATION CAROL R. GOLDBERG SEMINAR ON CHILD CARE

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EMBRACING OUR FUTURE

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THE BOSTON FOUNDATION CAROL R. GOLDBERG SEMINAR ON CHILD CARE

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Preface

Boston has always been a pioneer in the area of child care. However, our entire system is under assault in today's harsh economic climate. Severe budgetary cutbacks at the state level, combined with increasingly serious problems plaguing inner-city Boston, are threatening our child care system and the children and families so dependent on it.

This third report of the Boston Foundation Carol R. Goldberg Seminar addresses the fragile and complex child care system operating in Boston today. It also offers a blueprint for developing the policies and initiatives that will have an impact on child care in the Boston area in the '90s, as well as in other cities throughout the country.

Child care can no longer be thought of as a luxury for the rich, or a service for the poor. The realities of today's economy and the organization of family life have made high quality, affordable child care a necessity for most of Boston's working families.

It is the belief of the Boston Foundation that child care is an infrastructure issue. Just as the city's economy cannot function without strong bridges and safe roads, Boston will not thrive without policies and programs that take the needs of its children and families seriously. Indeed, the more closely we look at the whole issue of child care, the more we appreciate its importance to the economic and civic life of the city.

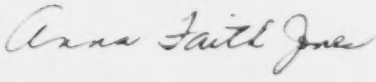
Traditionally, society's responsibility for educating children began when they entered school. Our growing knowledge of children's development, however, compels us as individuals and as a society to place far greater emphasis on children's early development to ensure that every child is prepared for school. A quality child care system is essential to helping Boston meet the national goal of having all children arrive at school "ready to learn."

Child care also builds bridges across cultural, racial and economic barriers. It provides support for parents who are often overwhelmed and isolated, and it offers children the opportunity to learn and grow within a context of continuing, trusting relationships. Child care is a necessity to low-income families attempting to work their way up the economic ladder. Ultimately, child care contributes to the prosperity and tax base of the city.

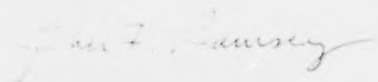
There are several reasons why ensuring the quality and availability of child care is a prudent, bottom-line investment for all Bostonians. We know that far too many children are leaving school uneducated and unprepared for their futures. The worsening crisis in American education continues to worry parents, disappoint students, and challenge our leaders. However, this complex problem requires more than piecemeal interventions. This Child Care Action

Agenda offers a comprehensive approach to ensuring that every child has the opportunity to succeed in school and to prosper afterwards. To achieve less leaves thousands of Boston's children with diminished futures.

Every child deserves access to high quality, affordable child care. This report tells us how to make it so.



Anna Faith Jones, President,
The Boston Foundation



John F. Ramsey,
Vice President for External Affairs,
The Boston Foundation

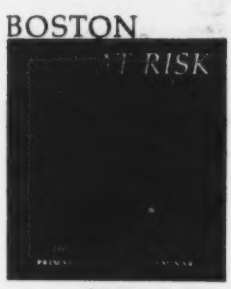
Children on this planet have the right to a welcome. They need to live in a caring community where people are committed not just to the survival of children, but to the production of thinking, wise citizens and members of society.

Gwen Morgan, Wheelock College,
from an interview in the
Boston Foundation REPORT, Spring 1990

The Boston Foundation Carol R. Goldberg Seminar

Eight Years on Boston's Behalf

The Boston Foundation Carol R. Goldberg Seminar is a forum devoted to the in-depth exploration of issues of importance to the City of Boston. Funded by the Boston Foundation[1] and administered through Tufts University, the Seminar is now in its eighth year. When a subject for study is selected, the Seminar invites leaders from all interested constituencies in the city — public and private, academic and corporate, consumers and providers of services — to share their varied perspectives and expertise, and to fashion specific and practical recommendations for ways to improve Boston's quality of life. Their findings are then published in a comprehensive report.



This community-wide, public-private process of planning is important in itself. It permits the development of stronger working relationships among leaders in different sectors whose policies and actions will influence the issue being discussed, whether it is health care, the parks system, or child care in Boston. One of the key products of the Goldberg Seminar is this strengthened and expanded network, a group which is able to work together in years to come.

The first Goldberg Seminar addressed the complex issue of access to primary health care. Its final report, "Boston at Risk," focused attention on the 660,000 Massachusetts working residents without health insurance. This led to the establishment of the Healthy Baby/Healthy Child Program, funded in part by the Boston Foundation, and to several other health care initiatives that emphasized prevention, education and outreach services.

The second subject selected by the Seminar was the future of Boston's parks and open spaces. "The Greening of Boston" put this subject on the city's agenda for the first time in many years. In the wake of that report, the city doubled its parks maintenance budget and quadrupled its capital budget, and the Boston Foundation established a fund that has invested half a million dollars in small community-based projects to refurbish parks and open spaces throughout the city. The blooming of additional new public green spaces demonstrates the response of corporations and other foundations to this Goldberg Seminar initiative.

The Seminar on Child Care

The Boston Foundation Carol R. Goldberg Seminar on Child Care included more than 70 people. Members of the business community, child care providers, city and state government officials, parents, specialists in fields related to young

[1] The Edward and Bertha Rose Fund, a Designated Fund within the Boston Foundation, created the Goldberg Seminars and continues to support the Seminars' quarterly meetings. Ongoing staff and other support are provided by the Boston Foundation through its Discretionary Funds.

children, and representatives of philanthropic organizations and community groups participated in informational meetings and work sessions to discuss ways to develop a wider range of affordable, top-quality child care resources for Boston's families.

High quality, affordable child care is a necessary component of every city's economic, social, and communal health. In turning its attention to this largely invisible topic, the Seminar focused on an area of life that is little understood by policymakers, leaders, or the general public. With this report as its guide, Boston — where public education and the study of early childhood development began — is poised to assume national leadership on behalf of children and families.

Although the Seminar convened a large group with differing views, it was united in its common concerns. Participants did come to agree on a number of underlying assumptions, upon which its recommendations are based. These assumptions are that:

Quality child care is good for children and good for families;
Child care can be a critical support to families;
Child care is part of Boston's human infrastructure which the city must improve in order to develop a stable, competitive work force in the twenty-first century;
The private sector's practice of investing in education should be extended to include child care; and
Government support for quality child care is crucial.

As the Seminar progressed, two fundamental, inextricably related concerns emerged: quality and affordability.

In study after study, the quality of child care has been linked to the quality of staff, and the conditions that permit staff to do their best. Hiring and keeping good teachers requires that wages and benefits increase regularly, opportunities for growth and advancement exist, and class size and student-teacher ratios remain low.

In other words, there are no "bargains" in the world of quality child care. Where costs are low, someone is paying a high price; either the children who are getting inconsistent, or even unsafe care; or the teachers whose low salaries subsidize other costs. If caregivers are adequately paid, parents pay very high fees. Ensuring quality and resolving the affordability puzzle were two of the major goals of this seminar, and led to the formation of two subcommittees. These groups met to study the issues and made recommendations for programs and policies that will work for our children and for Boston. The Seminar also funded seven demonstration projects (see the Child Care Mini-Grants in the Appendices), whose results inform these recommendations.

The City of Boston already possesses most of the resources — including the leadership — to make this a community that truly does its best for its children. The resolve is apparent in all sectors of the community: business, government, universities, service providers, parents, educators, and philanthropies. We have the resources and the energy to provide the best for this city's children and families. There is no mystery about what needs to be done.

This report is, in fact, full of good news about the growing momentum on behalf of child care — which is to say on behalf of children and families.

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Acknowledgments

When the Boston Foundation Carol R. Goldberg Seminar on Child Care began in the fall of 1988, participants were optimistic about Boston's future and what they hoped would be child care's central role in it. Over the past three years, substantial changes have occurred in the economies and the political landscapes of both Boston and the Commonwealth of Massachusetts, making the Seminar's task of crafting an action agenda for child care in Boston that much more challenging. The Seminar's final report, *Embracing Our Future: A Child Care Action Agenda*, is a hard won consensus document. It is a composite of the hopes and concerns of the Seminar's 70-plus members; it reflects their wishes to balance dreams with reality, planning with action.

Seminar participants, representatives from every sector with a stake in child care, devoted literally thousands of hours to the work of the Seminar, attending full Seminar and sub-committee meetings; drafting position papers and, later, sections of the report; advising on issues of substance and process, and representing the Seminar in their respective communities.

The organization of the Seminar was guided by a dedicated steering committee, which included John Bok, Russ Campanella, Kathi Carrales Thomas, Elaine Fersh, Andrea Genser, Joyce Grant, Charna Heiko, the Honorable Julian Houston, Richard Jones, Ted Landsmark, Ricardo Millett, Linda Mills, Gwen Morgan, Michelle Seligson, and Patricia Simmons. The members of later sub-committees — those organized around recommendation areas, one that reviewed mini-grant proposals, and another that worked to generate additional corporate interest in the Seminar — contributed many extra hours to help move the process forward. An Affordability sub-committee, that included Chris Dillon, Elaine Fersh, Andrea Genser, Aileen Gorman, Kathy Hansen, Lucy Hudson, Richard Jones, Ricardo Millett, Linda Mills, Hedda Rublin, Marjorie Saltiel, and Harriet Seidler, met regularly to further the Seminar's efforts to establish a child care affordability fund. These Seminar leaders deserve our special thanks.

We could not have produced this report and related initiatives without the consistently enthusiastic support of John Ramsey of the Boston Foundation. John's commitment to children and child care, and his confidence in our ability to make a difference for children and families in Boston, kept the effort focused and energized. In addition, Anna Faith Jones, President of the Foundation, actively participated in this Seminar and offered valuable criticism and encouragement from its inception.

As with the three previous Seminars, Carol R. Goldberg provided much of the vision and the inspiration for our efforts, offering critical insights from a corpo-

rate perspective, and never losing sight of the human dimensions of child care.

The Seminar's two research associates, Caroline Fish and Lucy Hudson, expertly collected and analyzed data, staffed meetings, and drafted and edited memoranda and sections of the report. Their impressive command of the topic, as well as their many, varied organizational skills, proved invaluable. Fern Marx conducted background research on children, families and child care in Boston. Anita Diamant ordered, synthesized and rewrote reams of Seminar material, adding her own sharp, lively prose to produce the text of *Embracing Our Future*. Linda Mills and Mav Pardee completed an excellent assessment of the feasibility of a child care affordability fund, called the Future Generations Fund. Carol Goldberg and Henry Morgan are spearheading the development of the Fund. Kate Atkinson and Jean Intoppa of the Lincoln Filene Center at Tufts did a splendid job providing administrative support. Ann Kurkjian contributed to editing the report and led efforts to maximize its dissemination and to publicize Seminar recommendations. Many of the photographs that grace these pages were taken by Richard Howard, with contributions by Jerry Berndt and Donald Dietz. Katherine Canfield designed the report. We extend our hearty thanks to each of them.

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Department of Urban and
Environmental Policy,
Tufts University

CITY OF BOSTON • MASSACHUSETTS

OFFICE OF THE MAYOR
RAYMOND L. FLYNN

April, 1992

Dear Friend,

It is a pleasure for me to help bring to you this Goldberg Seminar report. I hope that the information is of use to you, and that together, we can continue to work to promote quality, affordable child care for working families. Involvement by employers, philanthropies, our educational institutions, the public schools, the child care community and parents will enable us to develop a unified strategy for strengthening Boston's families.

It is without question that a strong family base prepares our children to be healthy and well adjusted adults. Often in today's society, it is necessary for both men and women to work in order to support their household, taking parents out of the home and into the work force. The need for an additional income, and the fact that many families are supported by a single adult, makes quality, affordable child care vitally important to strengthening and preserving the family base. In addition, child care is an important support in order for women to have full and equal opportunities in the work force.

Boston has taken the lead in employer-sponsored child care with the opening of a first in the nation, on-site child care center for city employees at Boston City Hall. With a sliding fee scale and two-thirds of its slots reserved for children of low- and moderate-income families, it is a model for other communities as well as for other city employers. And because of the hard work of child care workers, advocates, the business community, parents, community leaders, and city government, the February 1991 issue of *Working Mother* magazine named Boston one of the best cities in the country for child care.

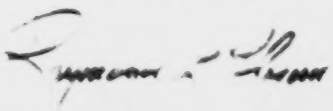
Despite serious fiscal constraints, Boston's commitment to child care has remained strong. Last year, the City of Boston spent over $1 million on child care services. Through Boston Community Centers programs and JCS Community Development block grant funds, the city serves over 2,000 children in over 37 different child care centers.

Boston has been a leader in child care for a number of years, but we are now on the verge of breaking still newer ground in child care. It is gratifying to note that city government and the Goldberg Seminar are thinking in similar terms about the development of a neighborhood-based approach to family services.

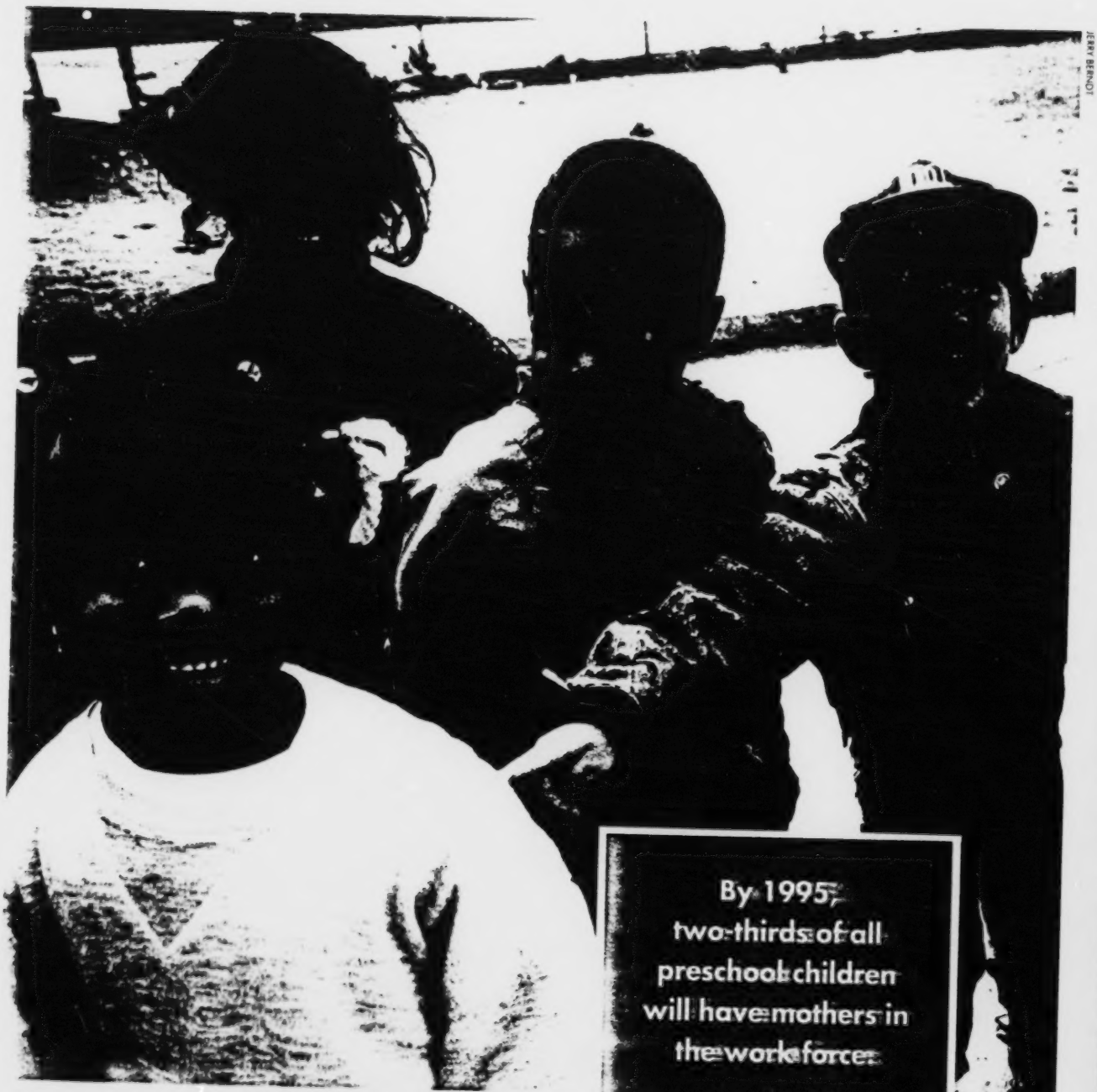
Our Healthy Boston Plan is a bold new initiative that will create a family-centered system of delivering health and human services. Healthy Boston means working at the grassroots level directly with people in the neighborhoods and with public and private agencies. Together, services will be coordinated into a comprehensive, neighborhood-based system of providing vital services.

The seeds of a strong and healthy Boston lie within the communities themselves -- in community leaders, community organizations, churches, schools, parents, and most importantly, our children. I am hopeful that the findings of the Goldberg Seminar's comprehensive report will help Boston remain a leader in child care. I look forward to working closely with those of you who will undertake the task of putting the Seminar's recommendations into action. As child care is an indicator of a city's vitality, I hope that we can continue to work together to develop a strong, stable system of child care options that fully meets the needs of Boston families and children.

Sincerely yours,



Raymond L. Flynn
Mayor of Boston



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Executive Summary

Today, a majority of Boston's preschool children spend more waking hours in child care than they spend at home. As more and more mothers find it necessary to enter the work force, child care has become a critically important member of Boston's new "extended family." As in all extended families, the network of care affects everyone involved — not just the children. Child care is an educational opportunity for young children, a critical support for working parents, and an economic development issue for the City of Boston. Ensuring access to high quality, affordable child care to every child who needs it is more important than ever.

In Boston today, however, the harsh reality is that our child care system is fragmented, difficult for parents to negotiate, and often too expensive for the average family to afford. Consider the following:

RICHARD HOWARD

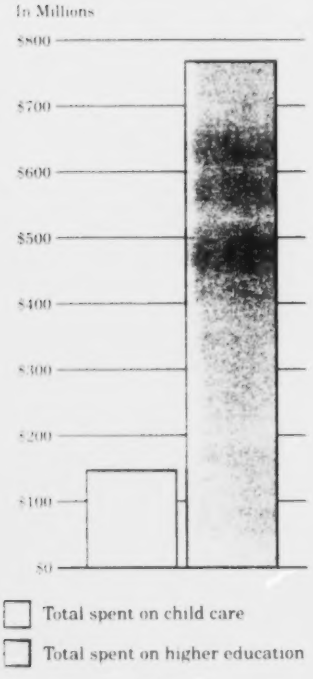
After food, housing and taxes, child care represents the single largest expense for working parents of all incomes. The high cost of living in the Boston area means that many families need two incomes just to make ends meet, and one of the highest child care costs in the country means that accessibility to quality programs is all too often determined by family income.

Although child care costs more than many parents can afford, the government subsidies that allowed many families to utilize licensed child care have decreased every year for the past three years. In fiscal year 1991-92, only one-third of the 10,000 children eligible for state-funded child care subsidies in Boston can expect to find subsidies. There are so many low-income families waiting for state subsidies that many child care providers have stopped adding names to their waiting lists.

According to a recent survey of kindergarten teachers, more than one-fourth of Massachusetts' children arrive in kindergarten with problems — including emotional immaturity, lack of language skills, and a lack of social confidence — that prevent them from learning. According to this survey, 35 percent of the Commonwealth's teachers said that this problem has grown worse in the past five years.

School-age care remains a problem for many working parents, and a shortage of programs for children in grades K-6 keeps others out of the work force. According to a recent survey of nearly 5,000 Boston public and parochial school parents, two-thirds of working parents are not satisfied with their current arrangements, and nearly one-third of those surveyed had not been able to obtain care for their school-age children.

Massachusetts Government Spending Ratio On Child Care and Education



Sources: "Almanac," The Chronicle of Higher Education vol. XXXVIII, no. 1 (August 28, 1991); Massachusetts Office for Children, Child Care in Massachusetts Facts & Figures FY '89, (Boston, MA: Office for Children, 1990).

Although child care teachers in Boston are better trained than providers in other cities, they continue to earn roughly half the salaries of comparably educated workers in other professions. As a result of the low salaries, lack of benefits, and stressful working conditions, their annual turnover rate is 29 percent. Studies show that children in programs with high staff turnover are less proficient in language skills and social development than children who have more consistent care.

Parents bear approximately 90 percent of the cost of early childhood programs. This is a striking burden, especially when compared to higher education financing, where families pay less than one-third of the total cost of running our colleges and universities. In fact, for every dollar spent on child care in fiscal year 1988-89, Massachusetts spent $5.20 on higher education. This 5-1 ratio persists, despite a 20 percent cut in the higher education budget over the previous two years.

Over half of Massachusetts children under the age of one have mothers in the work force, and the percentages increase as children's ages rise. Researchers estimate that by 1995, two-thirds of all preschool children and more than three-fourths of all school- age children will have mothers in the work force. More employed women mean more demand for child care, and both trends are expected to continue.

If unaddressed, these stresses and strains pose a grave threat to Boston's child care system, with profound consequences for children, for their parents, and ultimately for the city as a whole.

The Carol R. Goldberg Seminar on Child Care

In turning its attention to this topic, the Boston Foundation Carol R. Goldberg Seminar focused on an area of life that is little understood by policymakers, leaders, or the general public.

The Seminar convened more than 70 people, including members of the business community, child care providers, city and state government officials, parents, specialists in fields related to young children, and representatives of philanthropic organizations and community groups. These people participated in informational meetings and work sessions over a three-year period to discuss ways to develop a wider range of affordable, top quality child care resources for Boston's families.

Although it was a large group with differing views, the group was united in its common concerns. Seminar participants agreed that quality child care is a crucial part of the infrastructure that Boston requires to be a humane and thriving city as we enter the twenty-first century.

The kind of child care envisioned in the report of this Goldberg Seminar on Child Care is child care that:

- helps fulfill the national goal that all children arrive at school "ready to learn."
- builds bridges across cultural and economic barriers, so that children enter school and the work force with respect for people from all backgrounds.
- is an element of the comprehensive support services parents need to do their best for their families.
- offers children a sense of continuity, built on trusting relationships with trained and caring adults.
- offers hope for a better future to low-income families.
- contributes to the economic prosperity of the city.

While these are ambitious goals, there is no mystery to achieving them, and no reason for us to fail in accomplishing them. The following pages provide the background, document the needs, describe the opportunities for intervention, and define the goals. This report is offered as encouragement and a guide to future planning and action.

It is the belief of Seminar participants that, just as every sector of the community has a stake in the future, there is a role for every sector of the community to

The kind of child care envisioned in this report is child care that builds bridges across cultural and economic barriers, so that children enter school and the work force with respect for people from all backgrounds.

BERNARD HOWARD

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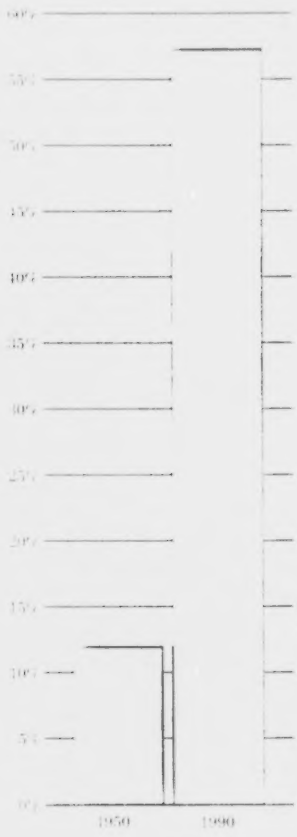
...or Mothers in ...he U.S. Labor Force

...with children under ...



Source: B. Reisman, A.J. Moore, and K. Fitzgerald, Child Care: The Bottom Line. An Economic and Child Care Policy Paper. New York: Child Care Action Campaign, 1988, p. 5a.

play in ensuring that quality child care is available for every child who needs it. With this report as its guide, Boston — where public education began and the study of early childhood education took root — is poised to assume national leadership on behalf of children and families.

...nderlying ...hemes

Over the course of the Seminar's discussions, several themes have emerged which are central to an understanding of this crucial issue. Only by examining these elements — the status of Boston's working families; our collective responsibility to Boston's children and the city's future; the dilemma of ensuring quality, access and affordability in our child care system; and an appreciation of Boston's rich legacy of leadership in this area — can we plan for the future. It is also important to factor in such variables as the city and state economies, the job market, the education system, racial and ethnic groupings and divisions, and poverty. These difficult and intertwined issues are central to Boston's recent history and affect our child care system.

Today's family is, increasingly, a working family, with more than half of all mothers returning to work before their child's first birthday. As every parent is painfully aware, the child care choices they make will have an enormous impact on their child's life, both now and in the future. Given the far-reaching consequences of these decisions for Boston's children, working families, and eventually for the community, we need to know more about this crucial member of our new extended family.

...hild Care: Boston's ...ew ...xtended ...amily

Child care has become basic to the economic health of unprecedented numbers of Boston's working families. While the high cost of living in the Boston area means that many families need two incomes just to make ends meet, the high cost of quality child care all too often makes quality programs accessible only to those families most able to pay through private means.

The presence of so many women in the labor force has had an enormous impact on family life. The proportion of working mothers with young children has skyrocketed from only 12 percent in 1950 to nearly 60 percent. Today, more than half of all mothers return to work before their child's first birthday.

Women work out of necessity. In Boston, half of all households with children are supported by a single woman. Even in families with two wage-earners, wives' contributions to family income often make the difference between barely surviving and thriving, between despair and hope. For these families, the high cost of quality child care can present a terrible dilemma.

Every parent wants the best experiences for their children. However, the

bottom line in making their selection is often how much it costs. The price of the child care selected by a family is determined by many factors, including the type of care used, the age of the child, the location of the program, and the program's overall quality. The cost of child care is an issue for families of all income levels. For moderate-income families, child care costs can swamp dreams of going back to school, home ownership, or savings for college. For the working poor and for low-income families, subsidized child care can be the key to staying off welfare, to getting an education, a better job, and housing.

DONALD DIETZ

While quality child care is good for all children, it can be crucial to children living in poverty. An early analysis of the 1990 Census figures shows that the recession has virtually wiped out gains in family income made during the 1980s. Poverty rates, which had declined, are rising again.

Poor children are at greater risk for everything from malnutrition to homicide, from learning problems to teen pregnancy. Since intervention offered at the youngest ages is so effective in preventing many of the chronic problems associated with childhood poverty, child care must be seen in life-saving terms. Head Start is an excellent example of effective early childhood programming.

For poor families, there is no ladder out of poverty without child care. Quality child care enables families newly on their feet to continue working, paying taxes, and building a productive future. When child care is unavailable — for lack of access or because the cost is too high — economically marginal families can become discouraged and return to public assistance.

A Community Resource/A Community Responsibility

It is the belief of the Seminar participants that child care is an infrastructure issue for the City of Boston. The word "infrastructure" is usually applied to things made of bricks and mortar — bridges, roads and tunnels. But, as unaccustomed as we are to thinking of wooden blocks and crayons in this category, it is clear that child care is a key part of the infrastructure necessary to keep Boston moving into the twenty-first century.

Unfortunately, child care is often thought of as just one more demand on public and private resources, rather than as an asset to the community. In fact, high quality, affordable child care is a necessary component of every city's economic, social, and communal health today. It is also a key ingredient in creating the kind of community we all want Boston to be, laying the groundwork for bridging cultural, racial and economic barriers.

After food, housing and taxes, child care represents the single largest expense for working parents of all incomes.

The importance of child care to Boston's economy cannot be overstated. Our current educational system is not producing enough trained, literate workers for the highly technological society we are becoming. A quality child care system is also crucial to retaining an adequate supply of workers. And, finally, good child care is an incentive to productivity.

We all share in the responsibility for providing this system. Only a good child care system — with an infrastructure that develops, supports, and enforces quality — can ensure that all children benefit from good care, wherever they live and whatever their parents' background and income.

Government support for quality child care is crucial, especially during times of economic distress. However, the fiscal crisis in Massachusetts has been devastating for the child care delivery system: we are witnessing the erosion and, in some cases, the dismantling of public support for child care. Since 1989, programs have been eliminated or reduced, staff have been laid off, and departments have been dismantled. Virtually no public program remains unscathed.

The impact of these cuts has been particularly cruel for the poor and the near-poor. By eliminating child care slots for low-income families, the Commonwealth has closed a door to self-sufficiency and shut out people who are trying to work their way to a better future.

We know that quality child care encourages children to think, dream and believe in themselves. It enables parents to work and raise their children more confidently, and it is absolutely essential if our service-based economy — so dependent on an educated, motivated and creative work force — is going to rebound and thrive. Actions which undermine child care damage prospects for the future for all of us.

In spite of the clear need, however, the task of building broad community support for child care will not be easy in this era of disinvestment in public

institutions. Demographic changes in Boston's population — fewer families with children, an increase in racial and ethnic diversity — challenge us to define our community inclusively and provide support to families across racial, ethnic and cultural lines.

Quality, Affordability and Access

All of Boston's children deserve access to high quality child care. However, quality child care programs are more expensive. And because in the United States, the cost of child care is borne almost exclusively by parents, access to a quality service is generally determined by family income.

Experts agree that quality early childhood programming promotes a whole range of cognitive and social skills, and reduces the incidence of later school failure, special education placement, and delinquency. Child care that takes parents' needs into account can strengthen families that are under stress due to poverty, isolation, and the sheer exhaustion of raising children and holding down full-time jobs.

Although people may argue endlessly about the meaning of "quality" for music or cars, there is actually great consensus about what constitutes quality child care. Quality programs are those with well-trained and well-compensated staffs, low child-to-caregiver ratios, small group size, and experienced administrators.

One key to providing our children with top quality care is the adults who deliver that care day in and day out. However, even the most dedicated child care providers are hard pressed to provide quality programs with the resources available to them. Providers earn shockingly low salaries relative to their training; they also typically receive few, if any, job benefits, and function under highly stressful working conditions. As a result, child care providers have a high rate of turnover, despite evidence that the quality of care is closely related to hiring and keeping good teachers with whom the children can develop lasting, positive attachments.

Calculating the demand for, and supply of, child care in Boston is a far more complicated undertaking than it might first appear. Some types of care are in particularly short supply, such as care for infants, school-age care, and care for children with special needs. Furthermore, anecdotal evidence and public opinion polls suggest that many parents are frustrated about the supply of affordable, good quality child care.

The affordability of child care remains a critical issue for Boston's working parents. After food, housing and taxes, child care represents the single largest expense for working parents of all incomes. Given the usually lower income of parents of young children, child care costs can be a crushing burden, for middle-income as well as for low-income families. Many families are unable to purchase satisfactory care.

One Teacher's View

The most critical aspect in child care is the quality of the program. Teachers who have received training in child development are capable of designing a program that meets the developmental needs of each individual child, as well as establishing an environment that promotes learning and caring.

Unfortunately, finding teachers of this caliber is becoming increasingly difficult. Very few programs can offer the salaries comparable to the training qualified teachers must receive. It is a shame that a very important portion of our society is receiving inadequate care simply because child care workers are not considered professionals in terms of pay or status.

When I began working in day care, I had just received my bachelor's degree and was still making only five dollars an hour. Now, three years later, after completing my Master's in Child Development, I am making less than $20,000 a year, and my salary is higher than many others in my field. I certainly did not expect to finish six years of school and make less money than I invested in my education. However, I love what I am doing and the children in my care. I would not be willing to stay in this profession if I did not.

Leigh Bollenbach, formerly a teacher in the infant room at the Massachusetts General Hospital Children's Center.

[illegible]

Boston has a long, proud tradition as a leader on behalf of the child care programs that exist in the city. Recently, Boston was named one of the 15 best U.S. cities for child care by *Working Mother* magazine. This kind of recognition is the result of efforts by many individuals and institutions, including a committed, active child care lobby; internationally-renowned teaching programs; a pool of well-trained teachers and aides; and strong efforts by city and state government, local foundations and employers.

Although recent state cutbacks threaten to erode Boston's standing, the commitment to child care — even in the midst of a recession — remains strong. Indeed, there is evidence of a gathering momentum on behalf of children and families throughout the city, in both the private and public sectors.

The challenge, articulated by this Goldberg Seminar report, is to strengthen the connections and communication among the various child care constituencies to create a true infrastructure — a cohesive, comprehensive system that meets the needs of the whole community, including children, parents, and employers.

[illegible] Boston

The Goldberg Seminar on Child Care offers specific and concrete recommendations to strengthen our child care system. It contains challenges to all members of the Boston community, from private citizens to public institutions, to work together, knowing that it will take years of concentrated effort to fully realize this vision.

The Action Agenda is based on a general consensus of leaders from each of the major sectors involved with child care who committed themselves to three years of intense debate. The key to achieving these goals will be in their collective willingness to act.

Action has already begun on some of the recommendations made in this report, which is an encouraging sign of the commitment to quality child care by the Boston community. This is an invitation to sustained action, a guide to activities over the coming years. It also, secondarily, provides a checklist for monitoring progress. The Goldberg Seminar hopes that it will be useful for many years to come.

The Vision

The vision is a clear one: a community that is, first and foremost, family-centered, and made up of neighborhoods, real neighborhoods which have high-quality child care centers and family child care homes accessible to families of all cultural backgrounds and income levels. These programs are designed and operated with the active participation of parents, and staffed by well-paid, trained professionals. They also serve as support networks and referral systems, linking families to other social services and connecting to the larger community through an infrastructure which includes strong ties with the public schools and with businesses.

Moving toward this vision of a family-centered community is a formidable task, complicated by our fragile and complex child care system and by the evolving needs of American families. With this report as its guide, and by implementing these recommendations, Seminar participants believe that Boston's child care infrastructure can become a national model and the cornerstone of a thriving and humane city by the year 2000.

The vision is a clear one: a community that is, first and foremost, family-centered...

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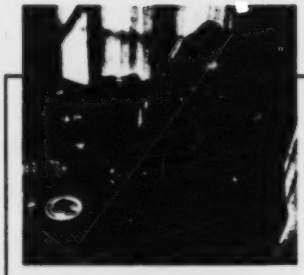
CHAPTER ONE

Child Care: Boston's New Extended Family



Felicita Perez, Director Jamaica Plain Family Day Care Services, a program of Associated Day Care Services.

If you take home $200 a week and you have to pay $90 for child care, how are you going to pay for your food? And now with the state budget cuts, it's even harder to get help paying for the child care. So some people just give up. It's a very depressing kind of circle. You go around and around and lose everything.

Right now we have only 20 providers. Usually we have 25-30 providers, but there are no vouchers, so fewer people can afford child care. Hopefully that will change. But right now, it's depressing.

Background: Understanding Child Care

Fifty years ago, as the United States began to gear up for its involvement in World War II, child care assumed a crucial — if temporary — role in supporting working mothers. Women entered the defense industry as their husbands and brothers left for battlefields across the Atlantic and Pacific Oceans. To enable these women to work, innovative child care became a government priority. For most of those families, the return of the soldiers put an end to public support for child care for mothers of young children working outside the home.

And so it was that in the 1950s and 1960s, child care was a foreign idea to many Americans. Middle- and upper-income families assumed that children who were young enough to require care and supervision would be tended to by their families — specifically, by their mothers.

Of course, it was never that simple. As far back as the early twentieth century, the settlement house movement incorporated child care into its mission of serving low-income families. Indeed, some of Boston's current child care programs opened under the auspices of settlement houses scattered around the city. Even as recently as 1950, women accounted for nearly 30 percent of the work force,[1] but most of them could depend on other family members, sisters, grandmothers, or aunts, to pitch in and babysit while they were at work. And, in fact, relatively few of those working women were mothers.[2]

Then things changed.

In the 1970s, the labor force started to shrink. A downturn in birth rates and a decline in the number of young workers made employers turn to "non-traditional" labor: new immigrants, older workers, and increasingly, to women. Just as this new demographic picture was taking shape, the economy underwent a major shift — from manufacturing to service delivery — where most new jobs were and continue to be filled by women. Women now account for nearly half the work force, and by most estimates, 80 percent of the economic growth in the coming decade will depend upon women's participation.[3]

The presence of so many women in the labor force has had an enormous impact on family life. Although the expectations of the 1950s are still alive and well, they have become largely a matter of nostalgia for most

JERRY BERNDT

The presence of so many women in the labor force has had an enormous impact on family life.

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CHILD CARE MYTH

#1

Child care is a concern for parents — not for government or business.

Reality: *U.S. employers lose $3 billion every year because of employees' child care problems. Employers who provide child care benefits find that absenteeism drops, productivity improves, and turnover diminishes, resulting in diminished hiring and training costs.*

Source: B. Reisman, A. J. Moore, and K. Fitzgerald, *Child Care: the Bottom Line: An Economic and Child Care Policy Paper* (New York: Child Care Action Campaign, 1988).

American families. The proportion of working mothers with young children skyrocketed from only 19 percent in 1960 to nearly 60 percent.[4] Today, more than half of all mothers return to work before their child's first birthday.[5]

The entry of so many women into the work force also means that there are fewer aunts and grandmothers to fall back on for babysitting. And so, child care has become part of America's vocabulary and basic to the health of unprecedented numbers of Boston's working families. The notion that child care constitutes a threat to the American family has little credibility today, especially since high quality child care has proven to be of enormous benefit to children and their families — particularly to the poor.[6] Child care is now a central "member" of our new extended family — one that we need to know more about.

We know that good child care is good for children. Infants and toddlers who receive a lot of attention from adults tend to speak earlier.[7] Preschoolers

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who are read to, sung to, and listened to, are better equipped to start school, primed to learn and succeed.[8] School-age children in safe, stimulating before- and after-school settings are exposed to ideas and activities that both complement and supplement the school curriculum.

We also know that the price of not being able to find appropriate child care is high. Without suitable child care arrangements for their children, parents lose time from work and are less productive when they get to work. Low-income parents are all too often forced to choose between unsafe, unsatisfactory child care and going on welfare — which is really no choice at all.

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The Child Care Network

Child care shapes family lives in many ways, especially now that a majority of Boston children spend more waking hours in child care than they spend at home. As working families confront the range of child care choices before them, they are painfully aware of the enormous impact their decisions will have on their children's lives.

Parents want the best experiences

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for their children. However, the bottom line in making their selection is often how much it costs. The price of the child care selected by a family is determined by many factors, including the type of care used, the age of the child, the location of the program, and the program's overall quality. High quality programs — those with well-trained and well- compensated staffs, low child-to-caregiver ratios, small group size, and experienced administrators — are more expensive.

The options for child care offer a wide range of choices, based on parents' needs, preferences, and economic realities. Child care centers are located in churches, synagogues, schools, and buildings especially built for that purpose; family child care homes are found in virtually every neighborhood in the city; before- and after-school programs are run in schools, libraries, and churches; other families rely on in-home nannies and au pairs, or relatives who "mind" their grandchildren, nieces and nephews. Informal babysitting cooperatives, and paid but unlicensed child care arrangements also abound.

Child care arrangements also determine the way many parents organize their work lives. Some couples — who either cannot afford child care or prefer taking care of their children themselves — work alternating shifts in order to provide at-home coverage for their young children. Many mothers work a part-time schedule arranged around child care or school hours.

Lorry Scura, a single parent with a 9-year-old son who attends the James Michael Curley school in Boston. Working with Parents United for Child Care, Scura helped to change the rules so that parents can more easily use public school buses to take their children to after-school programs.

Child care is hard with school-age kids. You can pretend they'll be fine on their own, and mostly they are. But they grow up too fast. My son is scared and lonely when he's alone. He's a responsible kid, but anything could happen.

The whole first grade was a nightmare. I never relaxed. I put together a patchwork of care and transportation but I was always thinking "What day is it? Where am I supposed to be?" I felt guilty of child neglect, but I was doing the best I could.

Parents need more of a network for referral and support. When I found parents I could share these issues with, I felt better. We also need schools to have drop-in programs before- and after-school, for libraries to have supervised areas, for it to not be so expensive, and for it to be generally understood that school-age children need care, too.

Dr. Deborah Prothrow-Stith, Assistant Dean for Governmental and Community Programs, Harvard School of Public Health; author (with Michaele Weissman) of "Deadly Consequences: How Violence is Destroying Our Teenage Population and a Plan to Begin Solving the Problem."

We need to restructure the school system to better fit the needs of families. The structure we have now fits the needs of parents of the 1940s and 1950s. I never had a job that allowed me to come in after 9:30 a.m. and leave before 3:30 p.m., and obviously my vacation schedule is more limited than the school schedule. This flags an important structural problem; we aren't supporting families the way they are today.

I see child care as a preventer of child abuse and a contributor to healthier relationships between parents and children. The intensity of parenting and the emotions are so great, even if you aren't working full-time, parents often need the emotional break that child care provides. I also think an after-school program is a place where children can be taught how to handle their anger in real-life situations.

One of the tragic side effects of the violence in urban communities is that many children are told to go home and lock themselves in the house. Lots of children don't come out until it's time for school the next morning. For school-age kids and young teens, that's not very healthy. Interaction with other kids, and activities like sports are important developmentally. The more we as a society create healthy environments for children, the healthier our adults will be.

School-age programs — available before- and after- school hours, and also during school holidays — are especially important for poor children. In addition to being a source of enrichment — exposure to new ideas and activities — school age programs provide a quiet place where students can do homework and get help. And in dangerous neighborhoods, school-age programs offer safety from streets where random violence has claimed far too many young lives.

At What Price?

Child care costs are an issue for families of all income levels. While surveys indicate a sufficient supply of child care, finding affordable care for infants and school-age children remains a terrible problem for many families, and in fact keeps many women out of the labor force.[9] In Boston, where the child care costs are among the highest in the country, quality programs are often accessible only to those families most able to pay through private means.

The women who are working are usually doing so out of necessity. Half of all Boston households with children are supported by a single woman. Even in families with two wage earners, wives' contributions to family income often make the difference between barely surviving and thriving, between despair and hope.

The high cost of living in the Boston area means that many families need two incomes just to provide the necessities: food, shelter, clothing, education, and hope for a better future. For these

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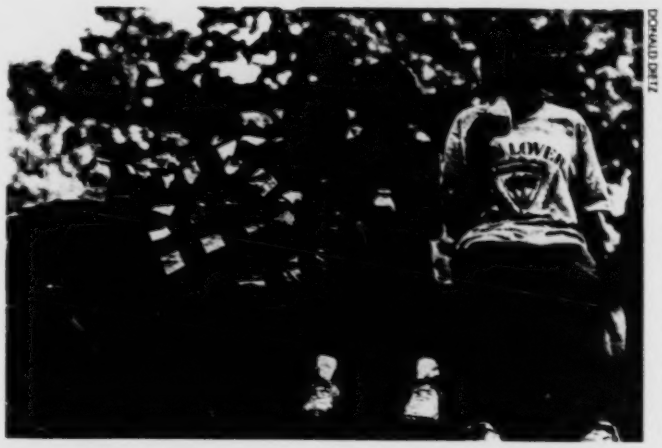
families, the high cost of quality child care can present a terrible dilemma.

For moderate-income families, child care costs can swamp dreams of going back to school, home ownership, or savings for college. For the working poor and for low-income families, subsidized child care can be the key to staying off welfare, to getting an education, a better job, and housing.

While quality child care is good for all children, it can be crucial to children living in poverty. Poor children are at greater risk for everything from malnutrition to homicide, from learning problems to teen pregnancy. [10] Since intervention offered at the youngest ages is so effective in preventing many of the chronic problems associated with childhood poverty, child care must be seen in life-saving terms for poor children. Head Start and other early childhood programs have shown dramatic benefits for these children, both in their later school performance and in their families' progress toward a better life.[11]

Child care is a crucial support to poor parents for social reasons as well. Family life is challenging in the best of circumstances. Under adverse conditions — poverty, unsafe neighborhoods, and the absence of other resources — it is even more difficult. Well-trained child care staff can help poor families cope with the compound stresses of family life in informal as well as formal ways, from modeling alternative ways to discipline children to making referrals to social service agencies that can help with employment and housing.

But most fundamentally, for poor families, there is no ladder out of poverty without child care. Quality child care enables families newly on their feet to continue working, paying taxes, and building a productive future. When child care is unavailable — for lack of access or because the cost is too high — economically marginal



DONALD DEITZ

CHILD CARE MYTH

#2

Child care is a waste of money.

Reality: *Child care is an investment in the future. Our current educational system is not producing enough trained, literate workers for the highly technological society we are becoming. Good child care can give children a head start: every dollar invested in high quality early childhood education can save seven dollars in later costs associated with juvenile delinquency, teen pregnancy, high school failure, and unemployment.*

Source: D. P. Weikart, *"Quality Preschool Programs: a Long-Term Social Investment,"* occasional paper no. 5 (New York: Ford Foundation Project on Social Welfare and the American Future, 1989).

There are 119,458 children 18 and younger in Boston today, accounting for 24 percent of Boston's population. Based on the 1990 Census, the demographic profile of Boston's children looks like this:[17]

birth-4 years:	**36,601**
5-9 years:	**30,084**
10-14 years:	**26,626**
15-19 years:	**26,147**
TOTAL	**119,458**

Children with working mothers:[20]

birth-4 years:	**22,342**
5-9 years:	**20,156**
10-14 years:	**17,839**
TOTAL	**60,337**

families can become discouraged and return to public assistance.

Boston's Family Portrait

Although the word "family" is familiar to us all, it is a word that invites many definitions. For the purposes of the United States Census Bureau, a family is "a householder and one or more persons living in the same household who are related to the householder by birth, marriage or adoption."[12] But that definition doesn't begin to cover the many ways in which adults and children live today; nor does it describe the functions of the family.

For the purposes of the economy, the family is the primary institution that reproduces, trains, and sustains the labor force. For the community, the family forges citizens and leaders. For each of us, as individuals, the family is our primary source of identity, security, and love.

For all of these interrelated and essential purposes, every one of us has a lot riding on the success of the family — not only our own, but also our neighbors'. The more we know about the families around us, the more effective we can be in our efforts to support and strengthen the family, and thus our economy, our community, and ourselves.

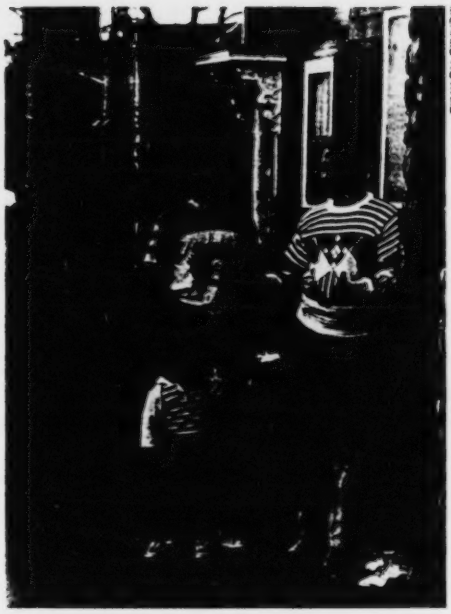
There is no such thing as a "typical" Boston family. The 574,283 residents of this city live in households of many shapes, sizes, colors, languages, and proud ethnic traditions.[13] The following pages draw a demographic picture of Boston's families: their size, composition, complexion, and economic status.

Family Structure

Boston's population reflects many national and state-wide trends in family size and composition. Over the past decade, an increasing proportion of the city's households came to consist of single people, unrelated groups and unmarried couples. Boston's families are increasingly diverse: 43 percent are white; black families constitute roughly one-third; and the percentage of Hispanic and Southeast Asian families con-tinues to increase substantially.[14]

As of 1990, only 25 percent of all Boston households included children under 18.[15] And among those families with children, the vast majority of adults — both men and women — work outside the home simply to make ends meet. Half of families with children are headed by a single parent, almost always a mother.[16]

More and more of Boston's children have mothers who work outside the home. The most dramatic increase has been among mothers of infants (one year or younger). In 1976, 31 percent of mothers



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worked; by 1987 it was up to 51 percent.[18] Today, more than 60,000 Boston children have mothers who work outside the home.

As of February, 1991, there were 57,822 children enrolled in the Boston Public Schools. Almost half (47 percent) were black, 22 percent were white, 21 percent were Hispanic and 9 percent were Asian.[19]

Almost half of the 42,498 children under age ten with mothers in the paid work force are enrolled in child care centers or are cared for in licensed family child care homes.[21] The number of children who are taken care of by relatives, by unlicensed providers, or who are left unattended, is not known.

In 1990, 90 percent of the requests from parents to the state's child care referral agencies regarded care that would enable parents to work or receive employment-related training.[22]

Family Economics

An early analysis of the 1990 Census figures shows that the recession has virtually wiped out gains in family income made during the 1980s. Poverty rates, which had declined, are rising again. According to an analysis by the Northeastern University Center for Labor Market Studies, the percentage of children living in poverty in Massachusetts jumped from 14.4 percent in 1989 to 18.8 percent in 1990.[23] And in Boston, one child in three is poor.[24] Although a percentage of these children live in poverty for only brief periods of time, perhaps as many as half of Boston's poor children remain so throughout their childhoods.[25]

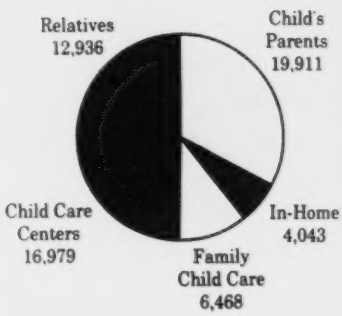
Today, over 45,000 of Boston's children are living in poverty, with 14,500 under six years of age.[26] In fact, poverty is far more common among families that include children than those without children:

The average family size among Boston's poor families is 3.98, while families with incomes above the federally defined poverty level average 3.29 members;[27] and

Forty-two percent of all families with one child under 18 years old are poor, while 51 percent of families with two children under 18 are poor.[28]

Education is also correlated with

Boston's Child Care Arrangements



Sources: United States Census Bureau, "Selected population and housing characteristics: 1990, Boston city, Suffolk County, Massachusetts," Summary Tape File 1A (Washington, D.C.: Government, 1990). N.L. Marshall, A.D. Witte, L.M. Nichols, F. Marx, M.E. Colten, W. Miller, et al, *Caring for Our Common Wealth: the Economics of Child Care in Massachusetts* (Boston: Office for Children, Commonwealth of Massachusetts, and United Way of Massachusetts Bay, 1988), p.3.

CHILD CARE MYTH

#3

Child care encourages women who don't need to work to take jobs away from men who are supporting families.

Reality: *Forty-seven percent of Boston's families are headed by a woman who is supporting herself and her children.*

Reality: *Women's income is crucial to the economic well-being of many families with a male wage-earner. Eighty percent of working mothers in two-parent households are married to men earning less than $30,000, and of that group, 25 percent of the husbands earn less than $10,000.*

Sources: J. Sege, "Census etches new portrait of Boston," *The Boston Globe* (September 12, 1991), p. 50.
E. Galinsky, *Investing in Quality Child Care: a Report for AT&T* (New York: Bank Street College of Education Work and Family Life Studies, 1986).

family income.[29] High school dropouts are far more likely to be poor than are graduates:

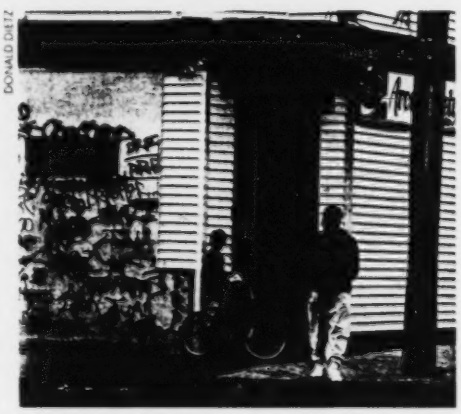
Nearly half of all adults in poor families are high school dropouts;[30]

Among single-parent families, the poverty rate among high school dropouts is 60 percent.[31]

There are still sharp discrepancies in income levels along racial lines. Non-white families account for a disproportionate percentage of the poor: the poverty rate for black families is four times greater than for white families; the poverty rate for Hispanic families is six times greater than for white families and twice the rate for black families.

The number of parents living in homes with children dramatically affects family income:

Since 1980, single-parent families have increased from 42 percent of all families to 47.4 percent;[33]


DONALD DAILY

Forty-one percent of single-parent families are poor (earning less than 125 percent of the federal poverty standard), compared to 19 percent of two-parent families;[34] and

More than half (55 percent) of all poor residents in Boston live in single-parent families.[35]

Poverty is disproportionately high among Boston's minority single-parent families: in 1989, 26 percent of white single-parent families were classified as poor, as compared to 35 percent among black single-parent families, and 79 percent among Hispanic single-parent families.[36]

Poverty is related to a host of childhood ills, including debilitating disease, child abuse, malnutrition, violence and early death. Thus, in Boston, 45,000 poor children are at higher risk for a broad range of health problems.

Boston's infant mortality rate for black babies (17.8 per 1,000 births) is three times greater than the rate for whites;[37]

Low birthweight (less than 5.5 pounds) is one of the first indicators of possible health risks. In 1989, almost one in ten Boston babies was born with a dangerously low birthweight;[38]

Screening at the Boston City Hospital Emergency Room between February and April, 1991, showed that 8.3 percent of all children seen were underweight for age and height;[39]

In 1989, cases involving approximately 5 percent (8,426) of all Boston

children were investigated by the Department of Social Services for possible child maltreatment. Investigations substantiated the existence of maltreatment in 61 percent of those cases;[40]

In 1989, there were 1,173 births to teenagers in Boston (ages 15-19), producing a teen birth rate of 55.2 per 1,000 teenage girls. Thirty-seven babies were born to children ten to fourteen years old;[41] and

According to a Boston police report, the number of juvenile murder victims increased 133 percent between 1989 and 1990.[42]

Recommendations

Families function most effectively in a supportive environment, and one of the most important support services for working families is child care. In order to expand the child care resources for Boston's children and their families, we must achieve the following objectives:

★ A broadened constituency for children and child care;

★ Support for policies that consider the needs of children and families;

★ A system of neighborhood-based family support facilities;

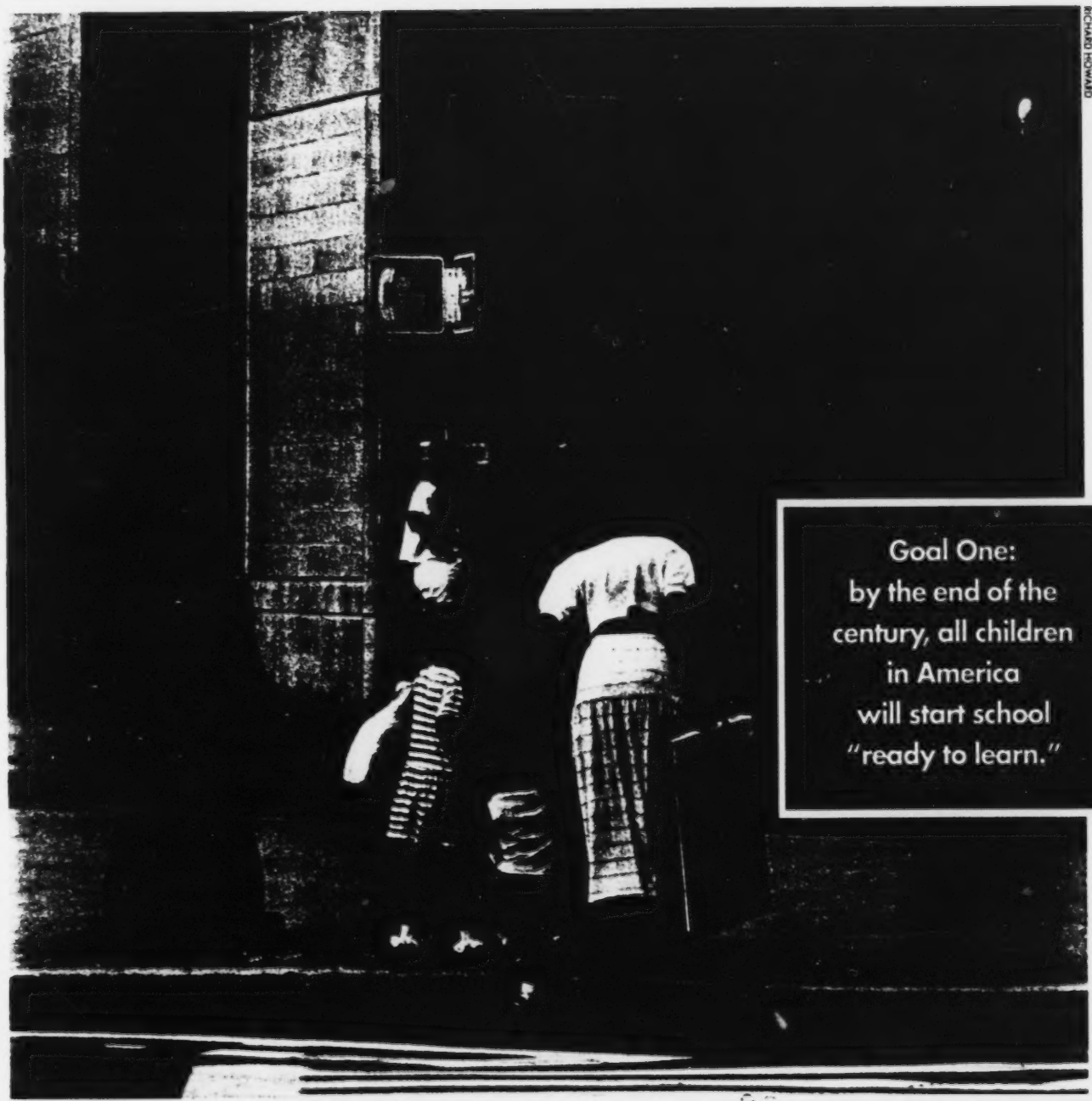
★ Public appreciation for the value of high quality child care and its importance to young children.

Gwen Morgan, Director of the Wheelock College Center for Career Development in Early Care and Education, and quality enhancement specialist for Work/Family Directions Development Corp.

At this moment in history, child care is a necessity for families because, in our economy, it takes about a job and a half for a family to be self-sufficient. It's a necessity for the economy, because if we don't have these parents in the work force, we won't be a productive nation. And child care is also important for school success. With a national goal that kids should arrive at school "ready to learn," we have to pay a lot of attention to the quality of early child education and care.

Boston has been a child care leader through much of this century; the first kindergarten was here, and the first nursery school. There was even an infant center here, way back in the 19th century. Now it looks like things are moving again. There is strong interest on the part of employers, both in early childhood programs that contribute to later school success, and in care that enables parents to work. The Goldberg Seminar report provides a focus we've never had before for designing a better system in Boston.

I'd like to see Boston become the place where we truly recognize that child care can make a difference in helping families escape from poverty. That's where Boston can exert leadership and become "number one" again.



RICHARD HOWARD

Goal One:
by the end of the
century, all children
in America
will start school
"ready to learn."

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CHAPTER TWO

A Community Resource/ A Community Responsibility

Child care is often thought of as just one more demand on public and private resources, rather than as an asset to the community. In fact, high quality, affordable child care is a necessary component of every city's economic, social, and communal health today. It is also a key ingredient in creating the kind of community we all want Boston to be, laying the groundwork for bridging cultural, racial and economic barriers. It is important that everyone, not just parents, understand that it is in our self-interest to be concerned about and responsible for our children.

An Infrastructure Issue

The word "infrastructure" is usually applied to things made of bricks and mortar — bridges, roads and tunnels. But, as unaccustomed as we are to thinking of wooden blocks and crayons in this category, it is clear that child care is part of the infrastructure necessary to keep Boston moving into the twenty-first century.

The vital importance of early childhood education to the future of both the individual and the nation was acknowledged in the National Education Goals for the year 2000, developed by the nation's governors and announced by President Bush in 1990. Goal One says that by the end of the century, all children in America will start school "ready to learn."[1] Preparing all children to succeed in school is a worthy goal, and one that is essential to our future. However, in order to meet this goal, we must make sure that every child has access to good quality preschool programs, regardless of their parents' income level.

We all share in the responsibility for providing this system. Only a child care system — with an infrastructure that develops, supports, and enforces quality — can ensure that all children benefit from good care, wherever they live and whatever their parents' background and income.

Early childhood education deserves to be thought of as a social good on the order of a college-educated work force. Yet, despite its benefits, child care remains a totally private family issue, reflected by the fact that, nationwide, families bear 83 percent of child care costs.[2] By comparison, families pay a much smaller percentage of total college costs: approximately 25 to 33 percent. The remainder is borne by the government and private, non-family sources.[3]

We all have a stake in the quality of public education, which is why the

The Commonwealth's Investment: College versus Early Childhood Education

For every dollar spent on child care by the Commonwealth of Massachusetts in fiscal year 1988-89, $5.20 went to higher education. This 5 to 1 ratio persists, despite a 20 percent cut in the higher education budget over the past two years.

Massachusetts' 1988-89 expenditures on higher education represent an investment of $2,022 per student. The investment in early childhood education for the children of working parents is $269 per child.

Sources: *Almanac*. The Chronicle of Higher Education vol. XXXVIII, no. 1 (August 28, 1991).
Massachusetts Office for Children, Child Care in Massachusetts Facts & Figures FY '89, (Boston, MA: Office for Children, 1990).

Nia Alimayu, Director, Roxbury District Court Child Care Center, a program of Associated Day Care Services of Metropolitan Boston

Our center provides child care to court clients — people who are victims, witnesses or defendants; people who don't have any child care and bring their children to court with them.

We encourage parents to hang out here if they have a break or even if they're finished with court business. It gives us an idea of how they interact with their kids. You can't involve a child in child care and not involve the family.

A big part of what we do here is really social service. We make referrals for parents all the time. People say, "I want to go back to work but I don't know how to get care for my kids." That's number one. And people are always asking us questions about toilet training, discipline, and eating habits. I think one good thing about this program is how staff members act as role models for parents when they come in. They can see how we do things, how we interact with children and with them.

A lot of parents are hungry for someone to talk to. Once they see this is a nice place, they open up. We get to develop some nice relationships.

philanthropic community, government, business, employers, parents and non-parents alike share in supporting schools with taxes, charitable contributions, and volunteer time. Changes in the family and the work force — and research demonstrating the benefits of early childhood intervention and care — make it clear that it is time to extend our concern and commitment to child care as well.

Era of Disinvestment

The impact of the Commonwealth's fiscal crisis, which began in 1989 and continues to this day, has been devastating to the child care delivery system. Government support for quality child care is crucial, especially during times of economic distress. However, we have witnessed the erosion and, in some cases, the virtual dismantling of public support for child care as budget cuts make inroads into both the quality and supply of licensed child care.

The effect of these cuts has been particularly cruel for the poor and the near-poor. By eliminating child care slots for low-income families, the Commonwealth has closed a door to self-sufficiency and shut out people who are trying to work their way to a better future.

The fact that more child care providers are willing to accept the $2.00 per hour being offered by the Department of Public Welfare to recipients of Aid to Families with Dependent Children (AFDC) who are in work and training programs, points to inevitable declines

State Child Care Budget Shrinks

When the fiscal crisis hit Massachusetts, child care funding was one of the many victims of budget cuts. Programs were eliminated, or reduced; staff were laid off, departments dismantled. The budget for the 1991-92 fiscal year hovers around $128 million, a drop of some $20 million from the previous fiscal year. Along with cuts from previous years, virtually no program remains unscathed:

Child care training: In the 1989-90 fiscal year, the Office for Children (OFC) provided 15 public training courses in the City of Boston, which were attended by 300 child care workers. In September, 1990, this program was completely cut from the state budget, and the OFC has not been able to offer any courses since then.

Licensing: The Child Care Licensing Unit budget was cut 29 percent for the 1991-92 fiscal year, losing $1.76 million from its 90-91 budget; as a result, longer waiting lists to license new providers, more providers operating with expired licenses, and fewer monitoring visits can be expected. Also, funding cuts to OFC resulted in staff reductions (including the elimination of the position of Regulations Specialist, whose responsibilities included writing and revising regulations that govern the provision of child care), and increased workloads for individual licensors.

Child Care Resource & Referral: State funding eliminated.

Department of Social Services (DSS) and Department of Public Welfare (DPW) subsidies: Enrollment shrank from a high of 32,034 in fiscal year 1989 to 22,049 in FY 92, a decrease of 31 percent.

DSS Day Care Unit: Dismantled 8/91.

Executive Office of Economic Affairs Corporate Child Care Program: Reduced funding. The sole staff position changed so that child care is now just one of many responsibilities.

DPW/Division of Employment and Training: Many parents enrolled in work or training programs are no longer entitled to licensed care. Many parents only have access to the DPW Independent Child Care Account which funds babysitters at the rate of $2/hour. If they can find licensed care for $2/hour they can use it, but the going rate for licensed family child care is $3.50/hour.

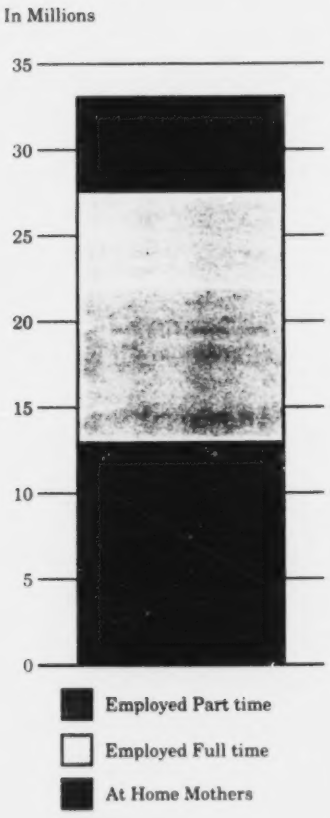
Executive Office of Communities and Development Supportive Services Program: Eliminated 9/90.

Department of Education, Chapter 188: Cut by $100,000.

Provider salaries: No cost of living adjustment since FY '89.

Sources: Executive Office of Health and Human Services, "Subsidized child care services in Massachusetts" (Boston, MA: EOHHS, 1991).
Massachusetts Human Services Coalition, State House Watch vol. IX, no. 13 (July 30, 1991).
OFC SAC Legislative Network, Legislative Reports vol. 7, no. 2 (Summer, 1991).
K. Sheaffer, Resources and Training Program, Office for Children, Boston, MA, personal communication, March, 1991.
Statewide Advisory Council of the Massachusetts Office for Children, Children's Budget: FY'91: Our Declining Commitment to Children (Boston, MA: Statewide Advisory Council, 1990).
Statewide Advisory Council of the Massachusetts Office for Children, Children's Budget: FY'92: Our Forgotten Commitment to Children (Boston, MA: Statewide Advisory Council, 1991).

Employment Status of Mothers



Source: U.S. Department of Labor: Bureau of Labor Statistics, March 1988

A WORK FORCE IS A PRECIOUS THING TO WASTE

The labor-short economy of the 1980s is due to return. By most estimates, 80 percent of economic growth in the coming decade will depend upon women entering the work force:

Today, 51 percent of women with children under the age of one are currently in the work force;

Today, more than 60 percent of women with children under age 14 are in the work force;

According to current projections, by the year 1995, 90 percent of all women employees will have children under 17.

Two-thirds of all women in the work force are either sole providers or are married to men who earn less than $15,000 per year.

Sources: Associated Press, "'Working mom' is now the norm," The Boston Globe, (June 16, 1988): p. 61.
E. Galinsky, Investing in Quality Child Care; a Report for AT&T, (New York: Bank Street College of Education Work and Family Life Studies, 1986).
E. Galinsky, "The Impact of Child Care Problems on Parents on the Job and at Home," paper presented at the Child Care Action Campaign Wingspread Conference, Racine, WI, 1988.
M. Pardee, L. Mills, A. Genser, G. Morgan, G. Oldaman, and H. Morgan, "Feasability study on a Boston child care affordability fund," paper prepared for the Boston Foundation Carol R. Goldberg Seminar on Child Care, Boston, MA, April 16, 1991, p. 5.
C. Wallis, "The child-care dilemma," Time (1987):54.

in the quality of care offered through these programs.

In June 1991, Boston child care providers holding contracts with the Department of Social Services, offered a combined total of 4,480 placements to children from low-income families, and families with special needs or documented abuse. Over the next three months, that number dropped 30 percent to 3,144 (Because DSS aggregates data for Boston and its Metro-north area, these figures also include that region.)[4]

The Department of Public Welfare offers AFDC recipients child care vouchers which the parents can take to any licensed provider who will accept it. The parents must be enrolled in the federal JOBS program which assists them in returning to paid employment to be eligible for the voucher. In June, 1991 there were 935 such vouchers in use by Boston parents.

Two months later, 254 of those vouchers were no longer in existence: yielding a 27 percent reduction in families served.[5]

We know that quality child care encourages children to think, dream and believe in themselves. It enables parents to work and raise their children more confidently, and it is absolutely essential if our service-based economy — so dependent on an educated, motivated and creative work force — is going to rebound and thrive. Actions such as these damage prospects for the future for all of us.

Child Care: A Cost of Doing Business

In Boston, the importance of a quality child care system cannot be overstated. For one thing, our current educational system is not producing enough trained, literate workers for the highly technological society we are becoming. Consider the following:

According to a recent survey of kindergarten teachers, more than one-fourth of Massachusetts children arrive in kindergarten with problems — including emotional immaturity, lack of language skills, and a lack of social confidence — that prevent them from learning. According to this survey, 35 percent of the Commonwealth's teachers said that this problem has grown worse in the past five years; [6] and

The 1990 dropout rate for the Boston public school system, one of the main barometers of a school system's

Lourdes Sariol, Executive Director of Escuelita Agueybana, a program with two child care centers, one each in Roxbury and the South End. Escuelita receives both Head Start funding and a contract from the Massachusetts Department of Social Services.

The funding blend we have allows us to offer comprehensive services to all the children in the Roxbury center. We have a responsibility to serve the whole family. Let me give you an example of how this plays out.

Last year, we had a little boy who was acting so badly that his parents were ready to give up on him. They were having marriage troubles and there was some question about substance abuse. Ricky's teachers had tried everything with him and had become quite discouraged as well. When we hired a new Special Needs Coordinator, we got her to evaluate Ricky in conjunction with our Educational and Health Coordinators. It turned out that Ricky was hyperactive.

We involved his pediatrician and arranged a whole array of services, including a placement in a special preschool program for kids with developmental disabilities. Without this intervention he might have gone through his whole school career labeled a discipline problem.

Parents in these situations are overwhelmed; many of them don't think they can get help. Ricky's behavior was dragging his mother under. Without the help we were able to provide, he might have been at risk of abuse because his mom had no idea of how to manage his behavior. And we learned that her appearance (she looked totally wiped out) was a sign that her child might be hyperactive.

A year later, Ricky's parents are working on their marriage, they are better able to deal with Ricky's behavior, and everyone agrees that Ricky is getting what he needs.

CHILD CARE MYTH

#4

Child care is a service for mothers.

Reality: *Because women earn less than men, it tends to be the woman's income that is sacrificed to the demands of raising a family. However, fathers also depend upon child care. A study by AT&T found that 25 percent of their male workers spend "unproductive time at work because of child care issues."*

Source: E. Galinsky, "The Impact of Child Care Problems on Parents on the Job and at Home," paper presented at the Child Care Action Campaign Wingspread Conference.

RICHARD HOWARD

performance, remains at an unacceptable high of nearly one-third, higher than the national average.[7]

A quality child care system is also crucial to retaining an adequate supply of workers. Economic projections suggest that growth in Boston's economy will continue to be in the service industries, where women predominate, and where workers earn what is termed a "moderate income" — from the low $20,000s to the mid-$40,000s.[8]

Child care costs in Boston are generally high. For moderate-income families — upon whom Boston's service-sector economy is so dependent — affordable child care can make the difference between staying in Boston or moving to another part of the country, where costs for all of life's necessities are lower. Since young adults, the traditional labor pool of new workers, are especially scarce in Massachusetts, where the recession and high housing costs continue to drive away families with young children, it is clear that child care has become a cost of doing business.

Despite the present economic downturn, it would be foolish to forget the all-too-recent memory of the 1980s labor shortage. In a 1988 survey, more than 40 percent of the mothers who

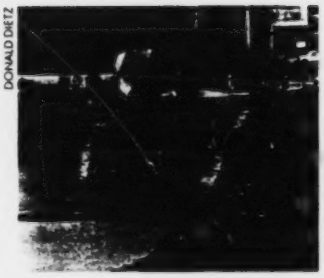
were not currently employed said that they would look for work or enter job training if satisfactory, reasonably-priced child care was available.[9] Almost half the moderate-income women not presently in the work force said that they would seek employment if care for their school-age children was available. One-third of those already working said they would work longer hours.[10]

In addition to being a key to the labor force, child care is also an incentive to productivity. Parents who are unhappy about child care arrangements will tell you that their performance on the job is affected. By the same token, parents who are pleased about the care their children receive are not only able to concentrate more fully at work,[11] but they are also willing to testify to the benefits for their children — in stories read, vocabulary learned, ideas brought home to the dinner table.

A few generations ago, child labor laws and the 40-hour work week were seen as anti-business ploys. Today these "radical" innovations seem like obvious social goods. The idea that business should be concerned with child care is well on its way into the mainstream as well. Boston employers are examining child care and other family-sensitive policies (flex-time, parental leave, elder care) as a way to protect their investment in the kind of highly-trained, motivated labor force that is required to run a city increasingly dependent on people-power.

Building Community Support

The understanding that child care is part of the economy's infrastructure has already begun to have an impact. Boston's child care resources are held up as a national model. Even in the midst of a recession, local employers have expanded child care opportunities for their employees. Initiatives funded by a United Way of Massachusetts Bay collaborative will improve services and expand cooperation among child care providers and academic institutions. The Executive Office of Economic Affairs is encouraging businesses of all sizes to undertake family care initiatives, and supplying them with the information to do so. Many of the tools are in place for building a solid foundation.



DONALD DIETZ

RICHARD HOWARD

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Cheryl Williams, a motorperson on the Red Line and a member of the Massachusetts Bay Transportation Authority (MBTA) Child Care committee

Our goal was to bring quality as well as affordable child care to MBTA workers, with special concern for employees that had split shifts and had the most trouble finding care. Believe it or not, people were bringing their children on the buses or trains. They had a job to do, they had to keep a roof over their heads, and quite a few found they had no other alternative. In our own survey, we found the costs were just too high.

We have 40 reserved slots all over Cambridge and Dorchester. And all kinds of people use it, not just bus drivers. We've got managers, MBTA police officers, signal people. I get a lot of feedback, and the people really like it.

In our system, where we are moving people from place to place, you deal with a lot of passengers; some are nice, some are not so nice. But when you know your children are being well taken care of, you can withstand anything.

However, building broad community support for child care will not be easy in this era of disinvestment in public institutions. In part, the reluctance to do more for families and children is due to demographic changes. Today, families with children under 18 years of age constitute only 25 percent of Boston's households; in 1970, half of all households included children.[13] This decrease means that fewer adults feel a direct stake in children's well-being. As Samuel Preston, an eminent American demographer notes: "Children don't vote; and adults don't vote on behalf of their own childhood, which is water under the dam. I daresay that if we passed through life backwards, adults would insist that conditions in childhood be made far more appealing."[14]

RICHARD HOWARD

Recommendations

Boston, as a community, cannot afford to write off either the future of its children or a preoccupied work force of worried parents. It is essential to halt cuts in a service that is crucial for working families. Child care is not an amenity: rather, it is part of the infrastructure that will keep Boston moving, alive, and growing. The case for city-wide support of high-quality, affordable child care has never been more compelling. We cannot get from today to a better future without it.

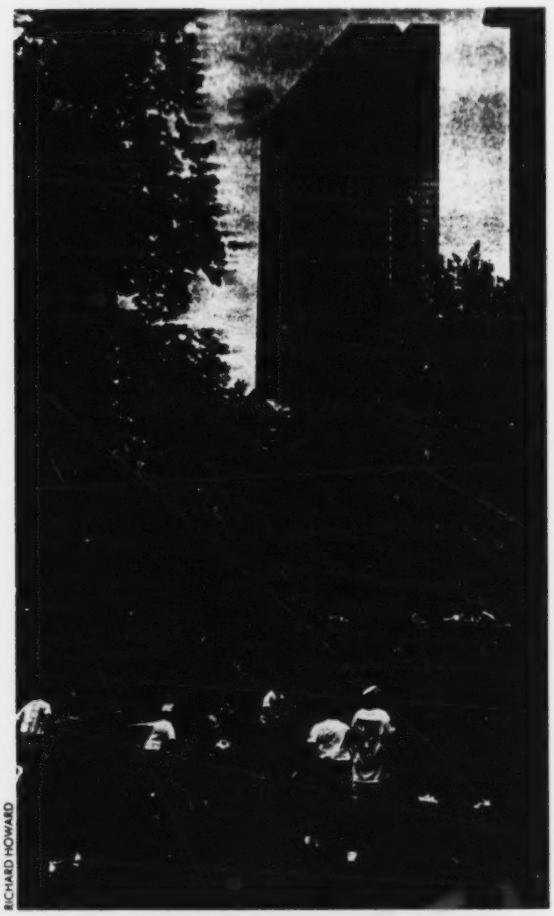
Just as every sector of the community has a stake in the future, every sector has a role to play in ensuring that quality child care is available for every child who needs it. The twenty-first century city we will become can only be as stable and innovative as the child care structure we create today. Toward this end, the Seminar participants recommend a commitment to building:

★ A system of high quality care providers that meets the needs of individual children and families everywhere in the city;

★ A system of services to children and families that is well-coordinated and adequately financed;

★ An inclusive, collaborative network representing all professional organizations that provide services to children and families; and

★ An energized, well-informed advocacy community that monitors children's services.



RICHARD HOWARD

CHILD CARE MYTH

Child care is far too expensive; there must be a way to make the service cheaper.

Reality: ***Child care is labor intensive: over 75 percent of the average budget of a child care center is expended on staff wages and benefits. Even so, the average full-time child care worker only earns between $12,000 and $18,000 a year.***

Sources: N. L. Marshall, A. D. Witte, L. M. Nichols, F. Marx, M. E. Colten, W. Miller, et all, *Caring for Our Common Wealth: the Economics of Child Care in Massachusetts* (Boston: Office for Children, Commonwealth of Massachusetts, and United Way of Massachusetts Bay, 1988).
C. F. Sturgis, "An Exploration of Turnover and Vacancy Rates in Child Care Educational Staff in Full-Time Day Care Centers in Massachusetts," unpublished paper prepared for the Executive Office of Human Services, Commonwealth of Massachusetts, April, 1988.

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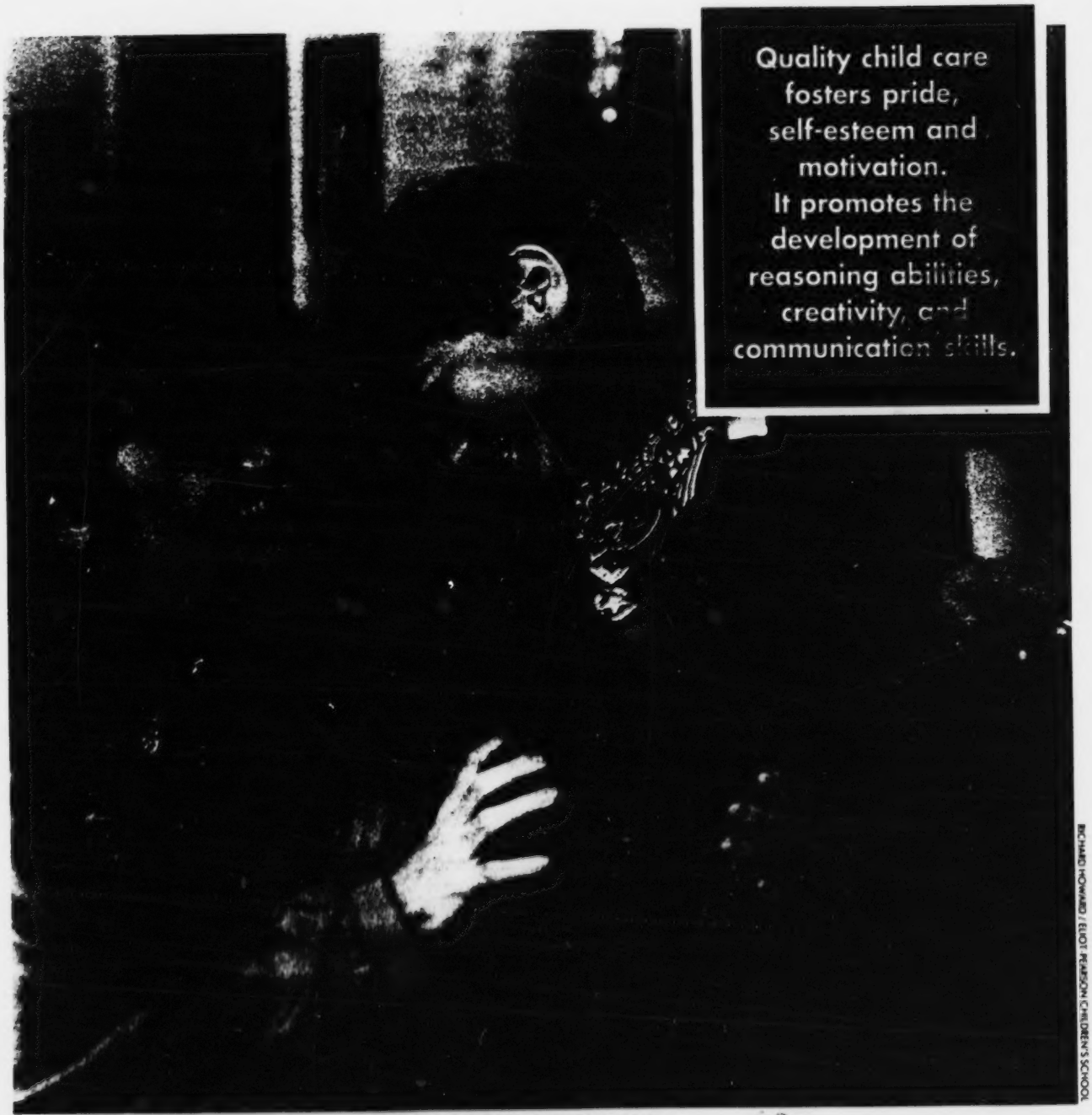

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CHAPTER THREE

Quality, Availability and Affordability

Jamie is ten years old, and a fifth grade student at a Boston elementary school. Because of her chronic inability to complete her school work, her teacher suspects that she has a learning disability. What Jamie's teacher doesn't know is that Jamie is responsible for the care of her five and eight year old brothers from the end of school until their mother comes home at 6:30. By the time Jamie has helped their mother prepare supper, and put the two little boys to bed, she has no time or energy left for the homework assignments due the next day.

Jamie's situation is, unfortunately, not unusual. Jamie and her brothers and hundreds of other Boston children are home alone when they should be under the supervision and guidance of trained child care professionals. But Jamie's mother cannot afford the cost of child care for her three children. Jamie's mother, like so many others, is eligible for a state-funded subsidy, but there are 10,000 eligible children and only 3,825 subsidized slots. Jamie's mother worries about her children from the moment she knows that school has ended until she returns home at night, but she sees no alternative: she earns barely enough to feed, shelter, and clothe her children, and there is nothing left over for child care.

Providing Quality Care

In study after study, child development specialists have documented the crucial importance of early childhood experiences. The more that we learn the more compelling our mission becomes.

Quality child care teaches positive attitudes about school, prepares children for academic success, and fosters pride, self-esteem, and motivation. It promotes the development of reasoning abilities, creativity, and communication skills. It fosters positive attitudes toward learning and achievement. It enhances self-esteem and self-control. It helps children develop the qualities of empathy and respect for others. It teaches social skills and validates good citizenship. Quality education and care for young children has been shown to reduce the incidence of school failure, grade retention, special education placement, adolescent pregnancy, and delinquency.[1]

These benefits are of value to non-working as well as working parents. Quality child care provides stimulation and learning that are not available to children cared for by family members at home. Parents acknowl-

Val Hinderlie, program manager of the Child Care Careers Institute at Wheelock College, a program of the United Way of Massachusetts Bay Child Care Initiative

My personal vision for my work here is for people in the child care field to have access to the next step — to a whole new ladder up in this profession. The teacher's aide or assistant teacher who has been in that position for seven years should have the option to move on and become a teacher. Master teachers need opportunities to grow too. Family providers shouldn't feel it's a risk to get licensed. Child care center directors should have access to training and support groups so they don't burn out.

I know the importance of mentoring, and of access. I know this can work, because I've lived it.

Madeline Wan, Coordinator and teacher at the Brighton Allston After School Enrichment Program or BASE, a year-round bilingual English / Chinese program.

BASE is a community-based outreach program whose purpose is to assist Asian children of non-English speaking parents and newly arrived immigrant children in their adjustment and acculturation to American society, to promote their physical, cognitive and emotional development in a bicultural environment.

I am very involved with the students' parents in the areas of parenting skills and parent/child relationships. I also act as liaison between school and parents because of their limited English skills. In the past nine years, I have witnessed many students blossoming into responsible and sensitive teenagers. Some of them are volunteers at the program right now. I believe a lot of these successes have to do with the fact that BASE was able to provide a safe and nurturing environment for their after-school care.

The state's economy nowadays is really hurting many child care centers. We recently lost three DSS contracted slots due to state budget cuts. Now, we have only 21 contracted slots. Yet, I have parents who call every week for available subsidized after-school care. Sometimes, I am depressed and discouraged by these happenings, but when I see those happy faces in BASE, I feel it is really worth the investment and effort.

edge this fact in growing numbers: half of all children in part-time child care or nursery school settings have non-working parents who send their children to these programs strictly for the enrichment and learning benefits.[2]

However, it would be wrong to assume that just because a parent is paying a substantial child care bill, her children are receiving the attention and stimulation they need. All forms of child care — family or center care, private or public — have the potential for excellence; by the same token, bad child care, regardless of where it occurs or how much it costs, is harmful. Children will reap the positive benefits only through participation in high quality child care programs.

The cost-effectiveness of a child care program is also determined by the program's quality. Studies show that for every dollar spent on high quality early child education programs, seven dollars are saved in future expenses for special education and in reduced crime and welfare dependency. However this 7 to 1 ratio is based upon high quality programs only.[3]

Money spent on average programs will not be as effective and will, in essence, "waste the investment."[4] While the cost of providing excellence in early childhood programs is high, the best quality care only costs about 25 percent more than mediocre care.[5] Or, in the words of your grandmother, "You get what you pay for."

Child Care Providers: A Resource At Risk

We all want the best experiences for our children. The key element in providing our children with the best care is the adults who deliver that care day in and day out. The weekday nurturing, stimulation, and teaching that, in generations past, might have been provided by grandparents, aunts or other relatives, are now largely the purview of a dedicated but underpaid part of the work force. If these people are too tired, unsupported or over-extended to sing songs, read stories, point out the amazing way that ants carry bread crumbs, listen to problems, help with homework, develop new lesson plans, and comfort and challenge our children, we will all pay the price.

The best child care teachers, aides, administrators, and home-based providers understand that taking care of a child means taking care of the whole family. They play a crucial, though little-acknowledged, role as a resource for working parents, who are often exhausted by the many demands upon their time.

These child care providers are the

CHILD CARE MYTH

Child care is just babysitting.

Reality: *Good child care shares some characteristics with babysitting: both ensure a child's physical safety and provide food and rest at appropriate times. But quality child care offers much more. In quality child care settings, children learn the skills that will allow them to succeed in school and life: how to interact with peers, how to negotiate conflicts, and how to translate a natural curiosity about the world into classroom success.*

Defining "Quality"

While people argue endlessly about the meaning of "quality" for music or cars, there is actually great consensus about what constitutes quality child care. In quality child care:

- ✓ Children are placed in small groups, with low ratios of children to caregivers;
- ✓ Positive, nurturing interaction between children and caregivers is frequent;
- ✓ Curricula are thoughtfully developed and implemented, with attention to developmental standards, individual child and family differences, and cultural diversity;
- ✓ Staff is well-trained in child development and early childhood education;
- ✓ Staff is well-supervised and well-compensated, so that turnover remains low;
- ✓ The physical environment, both indoors and outside, is safe, clean, and pleasant, and features developmentally-appropriate equipment;
- ✓ High standards of health and nutrition are maintained;
- ✓ Positive health and eating habits are promoted;
- ✓ Staff members regularly communicate with parents about their children;
- ✓ Parents are involved in program planning, governance, and classroom activities;
- ✓ Programs are racially and economically integrated, and children with a range of strengths and challenges are enrolled.

Sources: S. Bredekamp, ed., Developmentally Appropriate Practice in Early Childhood Programs Serving Children from Birth Through Age 8 (Washington, D.C.: National Association for the Education of Young Children, 1987).
M. Whitebook, C. Howes, and D. Phillips, Who Cares? Child Care Teachers and the Quality of Care in America, Executive Summary, National Child Care Staffing Study (Oakland, CA: Child Care Employee Project, 1989).

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Boston Highlights of the 1989 National Child Care Staffing Study

The education of the child care teaching staff is a major predictor of quality.

In Boston:

45 percent of Boston's child care teachers had some college education;
45 percent had a bachelor's degree or more;
73 percent had some specialized college training in Early Childhood Education.

Massachusetts' stringent licensing standards contributed to a generally higher level of quality in the Boston centers studied. For example, the regulations pertaining to adult-child ratios and the maximum class sizes match or surpass requirements set down in the 1970 Federal Interagency Day Care Requirements.

Children in programs with high staff turnover were found to be less proficient in language skills and social development than children who had more consistent care. Although 29 percent of the teachers in Boston centers left their jobs annually, this rate is substantially lower than the average of 41 percent for all five cities studied.

Although Boston's child care providers are better trained and compensated than providers in other cities, they continue to earn roughly half ($15,000) the salaries of comparably educated workers in other parts of the work force.

Source: M. Whitebook, C. Howes, and D. Phillips, Who Cares? Child Care Teachers and the Quality of Child Care in America, Boston Report, National Child Care Staffing Study (Oakland, CA: Child Care Employee Project, 1989).

front-line source of information about child development and child rearing. They routinely answer parents' questions about nutrition, sleeping habits, and discipline. They may also make important referrals — for testing or counseling, for example.

And providers often do much more than dole out information. Many working parents face a withering kind of isolation. At work, they may not have the opportunity to talk about their children. At home, they may lack parenting models or even adults with whom to discuss the many choices involved in child-rearing. Thus, child care workers may be role models and sounding boards. They can offer perspective on a child's behavior patterns and problems. They can provide support at times of change, such as the birth of a sibling, or in a crisis, such as a death in the family.

Quality child care settings also give parents a place and time to meet other parents and get the kind of support and input that can only be provided by peers. At potluck dinners, meetings, and even during the few moments when children are

dropped off and picked up, parents may develop a sense of connection and community that can be hard to find elsewhere.

Teachers and principals have always known that school performance is linked to parental input and participation. Involvement at the preschool stage of a child's life sets a positive precedent for years to come. Furthermore, parents who are involved in program planning, governance, and classroom activities during their children's early years take on new roles as advocates, citizens and leaders.

However, even the most dedicated child care providers are hard pressed to provide quality programs with the resources available to them. The disgracefully low salaries of child care workers are at the heart of a critical issue in the child care industry. Although Boston is privileged to have one of the best trained pools of child care providers in the country, these professionals are earning roughly half the salaries of comparably educated workers in other professions, and often less than they could earn working at McDonald's. In addition to low salaries, they typically receive few, if any, job benefits, and function under highly stressful working conditions. At these salaries, they cannot afford to pay back the loans they took out to get their bachelor's and master's degrees.

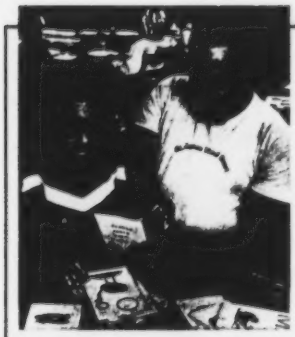
As a result, there is a high rate of turnover among child care providers, although study after study shows that the quality of care is inextricably linked to hiring and keeping good teachers with whom the children can develop lasting, positive attachments.

Supply and Demand: Availability and Access

Calculating the demand for, and supply of, child care in Boston is a far more complicated undertaking than it might first appear. While the roughest indicator of demand for child care is the number of working mothers, and the most straightforward statement of supply is the total number of licensed child care slots, neither of these formulations really defines its side of the equation.

Surveying the national scene, Sandra Hofferth, an eminent child care policy analyst, has written, "The supply problem in child care does not mean a shortage of child care arrangements; it involves a shortage of regulated services and mismatches between the ages of children needing care and the kinds of services available."[6]

Most available estimates of child care demand are based on current female work force participation rates. But these estimates do not account for the numbers of children whose unemployed parents would enter the work force if child care were readily available, or whose parents might switch their children out of unregulated care if they could afford quality licensed care. The numbers are further complicated by the fact that a substantial number of families purchase child care because they believe it benefits their children — not because of



James Carter is family service supervisor for the St. James/Orchard Park Head Start program in Roxbury. All three of his children have attended Head Start. His son, Yohance, began at Boston Latin this fall; fifth grade daughter Chekesha is a perennial honor roll student; and James Jr. is currently a Head Start student.

I think a lot of my older ones' success had something to do with Head Start. But it's parent involvement that makes the difference. Parents have to follow up on what happened at school.

When we interview parents for Head Start, we go to their homes and explain the parent involvement. You don't just enroll the child. My job is to help parents with their skills — help them get their GED, or if they have it, help those who want to go on to enroll in college.

My kids have gotten a lot out of Head Start. I got quite a bit out of it, too.

CHILD CARE MYTH

#7

Mothers and children are always better off when women care for their own children.

Reality: *Being at home with mother is an important experience, crucial to the development of secure and well-adjusted children. However, research also indicates that quality child care programs provide a different and unique type of stimulation that helps children succeed in other ways. Child care offers social settings in which children can test their wings, explore new materials, develop secure relationships with other caring adults, and learn about other people.*

Source: B. C. Barnett, "Evaluating the effects of maternal employment on infant-mother attachment," *Wellesley College Center for Research on Women Research Report* (Spring, 1991).

parental employment.[7]

But the need of working mothers for child care is only one piece of the demand equation. Since quality child care is good for children, it is important to think about demand from the child's perspective. If quality child care were offered to all children, regardless of parental work status, the demand would be much greater than the number of preschoolers with working mothers.

Finally, it is especially difficult to estimate the demand for school-age child care because there is no consensus on the age at which children can reasonably be left unattended. No one would argue that a three-year-old should stay home alone — no matter how mature he or she is. But there is no such agreement on 10- to 12-year-olds. The demand for school-age child care depends on community structure and standards, neighborhood safety, parental choice, and a host of other factors. There is, however, mounting evidence to suggest that self- care among school-age children has significant costs to the children, which take the form of increased fearfulness and loneliness, heightened vulnerability to peer pressure, and greater likelihood of substance abuse.[8]

Child care supply is only somewhat easier to calculate. The Massachusetts Office for Children licenses both child care centers and family child care homes. However, the yearly turnover rate among family child care providers (35 percent in Boston in 1991[9]) makes precise counting virtually impossible. Furthermore, there is little information on the use of unlicensed care provided by relatives, neighbors, and in-home babysitters.

Regulated child care for infants continues to be particularly scarce. But this kind of gap in supply is not apparent in simple comparisons of slots and population data.

With all of these caveats in place, a statistical overview of child care supply and demand in Boston in 1991 looks like this:

Type	*# providers*	*licensed capacity*[10]
center	***211***	***8,979***
family child care home *(licensed)*	***941***	***5,014***
school-age programs	***73***	***2,446***
Total	**1,229**	**16,439**

NOTE: *No available statistics — including these — take into account the pool of unlicensed, unsupervised, unregulated child care used by many families.*

Approximately six percent of all child care center slots are reserved for infants, 13 percent for toddlers, and 81 percent for preschool children.[12]

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Between 1989 and 1990 there was a 13 percent increase in Boston's licensed capacity and 7.5 percent increase in the number of licensed facilities. The change between 1990 and 1991 reflects the effect of the state's recession on the supply of child care: there was a five percent drop in the number of licensed providers and a one percent dip in the licensed capacity.[13]

A Widening Gap: School-Age Care

School-age care remains a problem for many working parents, and a shortage of programs for children in grades K-6 keeps others out of the work force. According to a survey of nearly 5,000 Boston public and parochial school parents, two-thirds of working parents are less than completely satisfied with their current arrangements. Nearly one-third of those surveyed had not been able to obtain care for their school-age children because of a lack of space in existing programs, inaccessibility of programs, or cost.

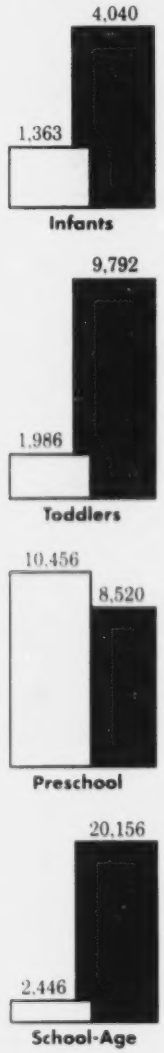
Other facts revealed by the 1989 survey include:

- Kindergarten, a half-day program in most Boston schools, poses especially difficult problems for working parents; and
- If quality, affordable care were available before and after school hours, one-third of the women earning less than $15,000 or with less than an 8th grade education would begin training or education, and almost half of the moderate-income women who are not employed would look for a job.

The Boston School-Age Child Care Project represents a four-year effort to coordinate the delivery of school-age child care services in Boston. By involving parents at the neighborhood level, the Project hopes to offer funding and technical assistance about curriculum and staffing that will allow specific groups of parents to create a variety of program models. Parents United for Child Care initiated the Project with financial support from the Boston Foundation and other philanthropies, the City of Boston, and the Commonwealth of Massachusetts.

Source: Parents United for Child Care and the Wellesley College Center for Research on Women, Challenges Facing Boston Families: the Need for School-Age Child Care (Boston: Parents United for Child Care, 1989).

Licensed Child Care Availability in Boston by Age Group[11]



CHILD CARE IN BOSTON: THE FINANCIAL FACTS OF LIFE

$36,247 is the 1990 median household income inMassachusetts; Half of the state's households earn more — and half earn less. 2.58 people reside in the average Massachusetts household.

If a single parent with two children, earning $36,247, has a two-year-old and a four-year-old in center care, her child care bill for one year could total $16,600. That's almost half of the family's total gross income.

Two parents with that income and an infant would need to devote 28 percent of their combined gross income to afford full-time center care in Boston.

Source: A. McMahon, Child Care Choices of Boston, Boston, MA, personal communication, September, 1991.
U.S. Census Bureau, "Current Population Report: Money Income of Households, Families, and Persons in the United States: Series P-60, #174" Washington, D.C.: U.S. Census Bureau, 1991.

Affordability

After food, housing and taxes, child care represents the single largest expense for working parents of all incomes. The cost of care is determined by many factors, including the type of care used, the age of the children, the location of the program, and the program's overall quality. Infant and toddler care costs more than care for preschoolers, and center-based care often costs more than family child care. Quality programs are usually more expensive, and access to a quality service is generally determined by family income.

Given the usually lower income of parents of young children, child care costs can be a crushing burden, for middle-income as well as for low-income families. Even so, many families are unable to purchase satisfactory care.

In a 1988 survey of 1,165 Boston-area employees, families with children reported they spent an average of $130 each week for child care.[14]

Center-based child care is generally more expensive the younger the child, primarily because state regulations mandate lower child-to-caregiver ratios for younger children.[15]

One-third of Boston parents with school-age children find the cost of care burdensome. This is especially true for families with incomes between $15,000 and $35,000.[16]

While there are tremendous variations from neighborhood to neighborhood in the cost of child care, the average costs for the city as a whole, as computed by Child Care Choices of Boston, follow:[17]

	weekly fee	*annual cost*
in centers:		
infant	$200	$10,000
toddler	$180	$ 9,000
preschool	$150	$ 7,500
school-age	$ 90	$ 4,500

Since 1975, the state has made some form of subsidized child care available to welfare recipients who were re-entering the labor force. Over the 1980s, the number of subsidized slots increased and the eligibility for subsidies expanded to include parents who worked but earned too little to afford child care.

In the 1990-91 fiscal year, Boston held 21 percent of the state's subsidized child care spaces;[18]

Head Start programs, designed to serve families in poverty, provided child care to 2,172 children, primarily in the three-, four-, and five-year- old age bracket;[19] and

Thirteen child care centers, serving 600 children, operated in Boston Public Housing facilities.[20]

However, the government subsidies that have allowed some families to utilize licensed child care have decreased every year for the past four years. In fiscal year 1991-92, only one-third of the eligible children can expect to find subsidies, and only an esti-

mated one-quarter of eligible children are enrolled in Head Start. The scarcity of affordable child care decreases the possibility of employment and job training — often for the parents who need them the most.

Recommendations

All of Boston's children deserve access to high quality child care. While it is difficult to quantify the overall shortfall in quality child care, anecdotal evidence and public opinion polls suggest that many parents are frustrated about the supply of affordable, high quality care.

To increase the quality, availability and affordability of child care for Boston's children and their families, the Seminar participants recommend working toward:

★ A commitment to developmentally appropriate care and education;

★ Access to high quality, affordable child care, regardless of family income;

★ A well-trained, well-compensated, racially and ethnically diverse professional child care work force;

★ Accessible and affordable training and education for staff at all levels;

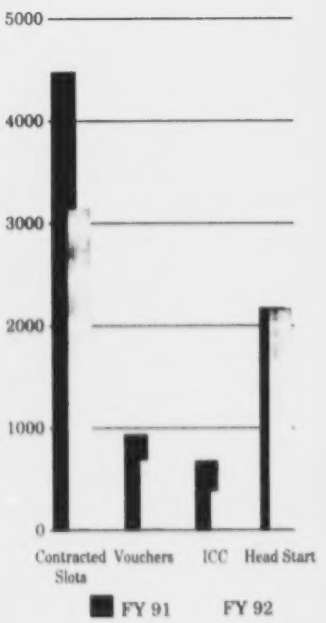
★ Parental involvement in individual program governance and system-wide policymaking;

★ Parent support and education, offered in a variety of formats and locations;

★ Enduring public/private partnerships for sharing the costs of child care among all its beneficiaries; and

★ Local and state policies that demonstrate sensitivity to the needs of low- and moderate-income working families, particularly a reinstatement of the state's subsidy levels.

Boston's Supply of Subsidized Child Care for Fiscal Years 1991 and 1992



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CHAPTER FOUR

Boston's Legacy of Leadership

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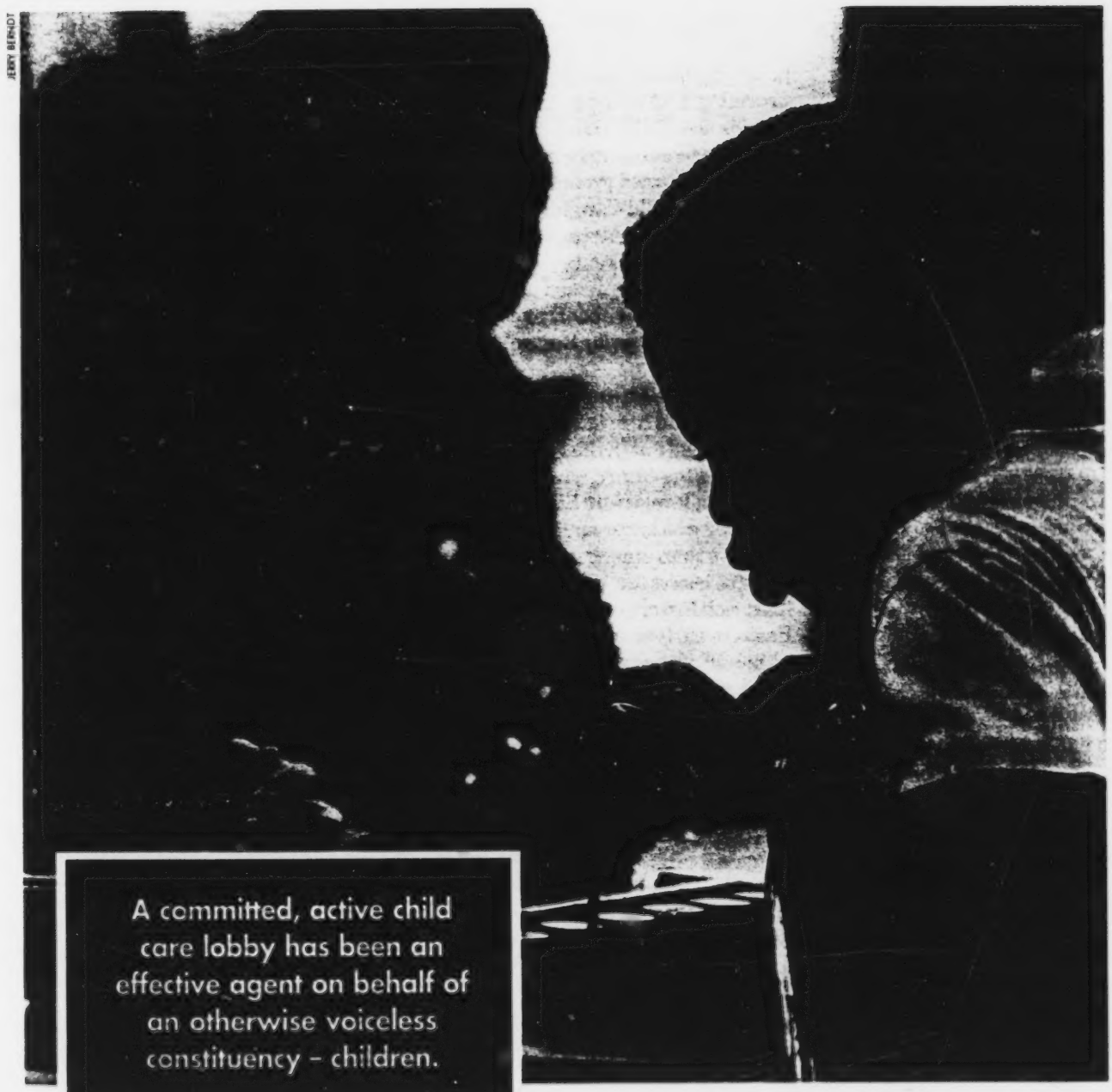
Although Boston faces serious and significant challenges if it is to provide the best child care for every child and family who needs it, it is well-positioned to meet these challenges. In fact, of all the major American cities, Boston has a unique capacity — based on a rich tradition and on the leadership and commitment of a wide range of individuals and public and private groups and institutions — to provide national leadership on this critical issue into the next century.

Boston has a tradition of leadership in child care. Day nurseries were a feature of Boston settlement houses as early as the late 1800s. The first nursery school was started here, as was the first English-speaking kindergarten. Wheelock College, founded in 1889, was the first college to offer kindergarten teacher training. In 1922, Abigail Eliot opened the Ruggles Street Nursery School and Training Center. In 1951, the Training Center became Tufts University's Eliot-Pearson Department of Child Study. In 1990, the Ruggles Street Nursery School became the first inner-city child care program in the country to earn professional accreditation from the National Academy of Early Childhood Programs.

Recently, Boston was named one of the 15 best U.S. cities for child care by *Working Mother* magazine.[1] Several of the city's employers, including John Hancock Financial Services and Beth Israel Hospital, have been singled out in national surveys as among the nation's best family employers. The United Way of Massachusetts Bay and local foundations have provided leadership on two major new projects on behalf of child care, which are generating interest from agencies all over the country.

This kind of recognition is the result of efforts by many individuals and institutions. Local colleges and universities, with internationally-renowned programs in early childhood education, continue to make Boston a hub for innovative curriculum and teacher-training programs. Teachers and students from world-famous universities and community colleges alike are working and studying in the city's child care programs, bringing enthusiasm and expertise, as they learn.

A committed, active child care lobby, which includes parent-consumers as well as staff from the front-line agencies, has been an effective agent on behalf of an otherwise voiceless constituency — children. Child care advocates have campaigned for policies and programs that are sensitive to the needs of minority families and under-served populations; they



A committed, active child care lobby has been an effective agent on behalf of an otherwise voiceless constituency – children.

BEST COPY AVAILABLE

Elaine Taber, Executive Director, the Boston Women's Commission; adviser to Mayor Raymond Flynn on women's issues.

There is only one way women will have equal opportunity in the work force — and that is accessible and affordable child care.

Responsibilities at home — that no one else will meet — are one of the factors in the "glass ceiling" that keeps women from going as far as they can in the workplace. For women to have a decent salary and earn a living wage, child care is a support that's absolutely essential.

That's what I see happening in the City Hall Child Care Center. Women would not be able to keep their careers going without this care. It's just fantastic to see mothers — and fathers — bring their kids here, feel safe and comfortable, and be able to progress in their work life.

have fought against cutbacks; and they continue to keep the issue of high quality, affordable child care on the public agenda. State-wide groups providing leadership on policy issues include the Child Care Coalition and the State Child Care Budget Endorsers; Boston-based groups include the Inner-City Child Care Directors Network and the Metropolitan Child Care Network. Parents United for Child Care has organized parents across the city to support expanded child care services for Boston's school children.

Boston's well-trained, committed and able child care teachers and aides were singled out in the *National Child Care Staffing Study*, which noted that education levels were higher and turnover was lower among Boston's teachers than among staff in the four other cities researched. There is a long, rich history of leadership from Boston's early childhood community on behalf of the child care and Head Start programs that exist in our city.

There are other important reasons for Boston's leadership in the area of child care:

The state's tough regulatory posture has helped make Boston's child care programs among the best and safest in the nation;

City government's pro-active positions on behalf of child care have made the city a national model;

Local foundations provide support for creative, collaborative child care initiatives; and

Employers are coming to understand that affordable, quality child care is essential to a stable, productive work force.

Although recent state cutbacks threaten to erode Boston's standing, the commitment to child care, even in the midst of a recession, remains strong. Indeed, there is evidence of a gathering momentum on behalf of children and families throughout the city, in both the private and public sectors.

The challenge, articulated by this Goldberg Seminar report, is to strengthen the connections and communication among the various child care constituencies to create a true infrastructure — a cohesive, comprehensive system that meets the needs of the whole community, including children, parents, and employers.

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The City's Role

Despite state cutbacks in subsidized care for low-income families, Boston has demonstrated its commitment to the city's most vulnerable families by keeping its child care budget intact. Under Mayor Raymond Flynn, the City of Boston has provided leadership in the area of child care in three key areas: as an employer; as a prime mover on behalf of family-sensitive regulation and development; and as a source of direct support and funding.

As an employer, Boston became the first American city with an on-site child care center for city employees. Opened in September 1989, the City Hall Child Care Center provides high quality services to 47 children, from infants through preschoolers. The Center is operated by the Boston Community Centers, a department of city government which serves some 900 children in 18 centers around the city. All employees of the City are eligible for entry into a lottery that selects applicants for admission. Center fees are based on a sliding scale, with one-third of all slots reserved for low-income families, and one-third for moderate-income families.[2]

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Boston's leadership in the field of child care is also visible in its actions regarding development and zoning. The city and the Boston Redevelopment Authority (BRA) developed a downtown zoning plan that will stimulate the supply of child care in the midtown cultural district by requiring commercial buildings of over 100,000 square feet to include space for child care or to contribute to a city child care fund. While the current economic climate has put a temporary halt to construction, the regulations are in place for Boston's inevitable rebound.

Although the downtown zoning plan received far more publicity, the city and the BRA also worked quietly to amend zoning codes to make family child care an allowable use in residential neighborhoods. This change enabled providers to cut through the red tape and get more licensed care into the neighborhoods, where many parents prefer it.

The city has also put capital resources behind its commitment to child care. The Economic Development Corporation (EDIC) provides $530,000 of federal Community Development Block Grants to 17 child

CHILD CARE MYTH

#8

Child care is good for all children.

Reality: *Children have distinct personalities that dictate the best form of care for each of them. While child care in a bustling center may overwhelm one child, a family care situation might offer that child the right blend of social interaction and solitude. Another child may be too socially fragile to handle the attentions of care-givers other than his or her own parents. Although most children benefit from good child care, even the best child care is not right for every child at every stage of development.*

CHILD CARE MYTH

#9

Child care steals children's affections away from their parents.

Reality: *No other person can provide a parent's love and attention. Children always know who their parents are and look to them first for love and approval. While good child care providers are often beloved by their charges, this is proof of their talent with and commitment to children — not a threat to family ties.*

care centers in Boston.[3] The Boston Housing Authority provides rent-free space for 13 child care centers in its developments.[4]

Finally, with the possibilities for change inherent in the reconfiguration of the Boston School Committee, and the support of Superintendent Lois Harrison-Jones, the city's school system is poised to become a more active participant in building a solid child care infrastructure.

Foundations and Charitable Organizations

Two major initiatives on behalf of child care, supported by a funding collaborative of several foundations, demonstrate community-wide interest in ensuring that Boston's families have access to the best possible child care. In 1987, as part of a new five-year strategic plan, the United Way of Massachusetts Bay selected child care as the focus for a community-wide problem-solving effort. The United Way, in collaboration with the Boston Foundation, the Godfrey Hyams Foundation, the Riley Foundation, Shawmut Bank, Bank of Boston, State Street Bank, the Boston Globe Foundation, and New England Telephone, launched the Child Care Initiative. The two programs of the Initiative are the Child Care Careers Institute and the Child Care Capital Investment Fund.

The goal of the Child Care Careers Institute is to address the growing crisis in hiring and retaining qualified child care staff. There are many reasons for these chronic staffing problems: low salaries and inadequate benefits are the most obvious and the most intractable. But the absence of training, education, and career mobility also hamstring even the best child care agencies. The difficulties faced by local agencies in filling vacancies and keeping staff from leaving for more lucrative jobs are compounded by the demands on child care staff to meet the complex needs of troubled families and their children.

In 1991, the Child Care Careers Institute funded proposals to promote training and career development opportunities, with special emphasis on minority staff. In addition to on-site training, connected to certification and degree-granting programs, master teacher programs are being funded, as are career counseling and placement projects. A key feature in all funded programs is collaboration between various agencies, colleges and universities, fostering mutually-beneficial relationships among institutions with a stake in child care.

The goal of the Child Care Capital

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Investment Fund is to improve the physical quality of existing facilities and to expand the supply of child care. The lack of capital among nonprofit agencies is endemic and, in the case of child care programs, may even pose a threat to the quality of care provided to children. A survey of child care facilities showed a shortage of capital for short- and long-term needs, including major and minor renovations, equipment purchases, start-up costs, construction costs, down payments, and buy-downs on interest rates.

The Child Care Capital Investment Fund provides loans and grants to Boston area child care centers and family child care homes to improve their physical settings. In addition to providing direct financing and loan guarantees, the Fund also acts as a broker between agencies and other sources of capital financing as well as providing the technical assistance needed to complete projects.

Finally, the Boston Foundation Carol R. Goldberg Seminar on Child Care represents a major foundation commitment to this crucial issue. With its blueprint for action, its broad base of support, including the energies and resources of the Boston Foundation, the report you hold in your hands will focus the city's attention on the importance of accessible, quality child care in an unprecedented fashion. Clearly, the philanthropic community is determined to see to it that the city's impressive momentum on behalf of child care will not be stopped, even by the current recession.

THE BOSTON GLOBE

Dr. Lois Harrison-Jones, Superintendent of the Boston Public Schools

As Superintendent of the Boston Public Schools, I firmly believe that every child deserves quality child care to foster his/her physical, social and academic development. I support the recommendations of the Carol R. Goldberg Seminar on Child Care, where the focus is placed on an issue that is crucial to our children and their families.

The Boston Public Schools have a daunting challenge before us: to educate a competent, literate, technologically sophisticated work force for the early twenty-first century. I am very impressed by the studies which describe the long-term benefits high quality early childhood education can bestow on its graduates. We can most effectively help high school students achieve successful academic careers and valuable work if we reach them when they are first exploring the world and most in need of our nurturing instruction—when they are very young. The Boston Public Schools have long recognized the importance of such care by developing the full day Early Learning Centers and supporting school-based initiatives in before- and after-school care.

Successful solutions on a large scale must involve the efforts of parents and community leaders, as well as public and private institutions. The Boston Public Schools will maintain a leadership role in seeking funds for a variety of child care programs, providing support and training for child care staff and collaborating with other interested groups. In working together, we can increase the availability, the quality and the affordability of child care in our city.

Bill Helm, President of Aldrich, Eastman and Waltch, a Boston real estate investment firm with 200 employees.

We use the Child Care Resource Center for referrals and we also subsidize child care costs for people up to a certain income level. The total cost to the company is less than $20,000 a year, which, spread over 200 family units, is nothing. But it struck us that when we looked at what was a relatively small cost for us, there were very great benefits in terms of recruiting and retaining employees with young children, particularly women.

When a secretary is interviewing, organizations tend to look a lot alike. We have found, in a number of instances, the child care benefit may make the difference because it shows that we're an organization that cares about an issue that's important to the woman considering our offer.

And while there hasn't been massive usage of the programs — at any given time no more than about ten percent of our employees are involved — individuals frequently cite them as one of the special things about working here.

Employers

Business and corporate involvement in child care grew steadily through the 1980s. Massachusetts experienced a 500 percent increase in business-supported child care slots between 1985 and 1990, and Boston registered the greatest gain of any city in the Commonwealth.[5]

Although most employers continue to sit on the sidelines, several Boston businesses have contributed to the child care supply in ways that reflect their diversity and the different needs of their employees. According to 1991 figures, 22 Boston employers now provide on-site child care. Two business consortia, comprised of nine organizations, contract for the services of nearby child care centers. An additional center is located in an office park. Two employers reserve slots in local centers for their workers' children. Nine businesses offer occasional or emergency care when their employees' regular child care arrangements fall through.

Even during the precipitous economic downturn of 1989-91, the momentum on behalf of child care continued to gain force.

In light of employment realities that include the difficulty of maintaining trained employees, the high costs of retraining, and a shrinking work force, the business community's attitude toward family issues in general, and child care in particular, has changed from disinterest to growing support. The Boston-based Building Owners and Managers Association, for example,

sponsored its own child care initiative that contributed to the passage of state legislation which changed child care zoning laws and mandated that private state contractors with more than 50 employees provide a child care benefit to their employees.

Another striking example of change in the corporate culture is a report produced by the Boston Bar Association Task Force on Parenting and the Legal Profession released in 1991. In its summary of recommendations, the Task Force proposed a series of model policies related to part-time work, parental leave, tuition assistance for child care, and provision of child care services.[6]

The report recommends that law firms:

Offer child care resource and referral services to all employees;

Provide their employees with emergency back-up child care;

Consider providing regular child care in an on-site center, where feasible;

Make a dependent care assistance plan (DCAP) available to all employees;

Offer child care tuition assistance to all employees who have been employed for at least one year and whose annual family income does not exceed $60,000.

It is interesting to note that the Boston Bar Association's report and recommendations, unlike those in other cities, includes all employees of law firms — support staff as well as professionals.

The Commonwealth's Role

Massachusetts can be proud of its child care track record, both in terms of regulation and for fostering participation by the private sector. During the 1980s, state-supported child care initiatives flourished, putting the

Employer-Sponsored Child Care Grows in Boston

Type of assistance	*'89*	*'90*	*'91*
On- or near-site child care	8	19	22
Occasional/ emergency care	4	8	9
Child care resource and referral	30	31	39
Vendor discount or priority enrollment	1	4	2

Source: C. Dillon, Executive Office of Economic Affairs, Commonwealth of Massachusetts, personal communication, October, 1991.

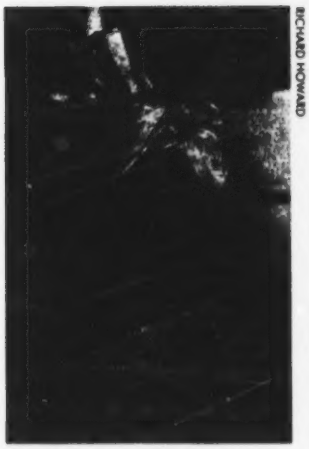
CHILD CARE MYTH

#10

Child care for infants should be avoided if at all possible.

Reality: ***Infants are social creatures who can grow up healthy and happy when there is close cooperation between parents and skilled, loving child care providers. However, infants do need uninterrupted time to bond with their parents. A minimum of four months of full-time parental care is ideal, which is why early childhood experts and pediatricians advocate passage of federal parental leave legislation.***

Source: R. C. Barnett, "Evaluating the effects of maternal employment on infant-mother attachment," *Wellesley College Center for Research on Women Research Report* (Spring, 1991).



RICHARD HOWARD

Commonwealth in the national vanguard. However, the current budgetary crisis has sharply curtailed those efforts, and many of the state's accomplishments are in danger of being wiped out.

Massachusetts' child care system was considered a national model in the last decade. Indeed, the federal child care legislation filed originally as the Act for Better Child Care and passed in October, 1990, as the Child Care and Development Block Grant, was modeled after the Massachusetts system.

The Dukakis Administration made child care a high priority. From 1984 to 1989, the Commonwealth improved the quality of care and made it more affordable for many parents. With guidance from many citizens, inside and outside of government, a coherent system of child care services was developed. Money was available to fund new initiatives, and increase funding for important programs like the Department of Social Services subsidies. In the last year of the Dukakis administration and the first year of the Weld administration, a large state budget deficit was in part reduced by cuts to the innovative and vital child care programs that had made Massachusetts a model. The state's budget crisis has adversely affected every aspect of child care services. Parents trying to find subsidized child care have faced increasing difficulty in the last three years.

Nevertheless, the Commonwealth's consumer protection standards remain among the most rigorous in the country. The horror stories about overcrowded and abusive centers seen on national television are far less likely to occur in a state that watches over its children as Massachusetts does. In 1990, Office for Children licensing officials made over 900 visits to family child care homes, child care centers and school-age programs in Boston alone. Over 770 of these were to issue or renew licenses, and the remaining 130 were to follow up on complaints.[7]

Another contributor to child safety and well-being are Massachusetts' child-to-staff ratios, which are among the nation's lowest. In Idaho, the legally sanctioned ratio for infants is one teacher per 12 babies; in Massachusetts, the legal ratio is one adult for every 3 children.[8]

Among adult work environment variables, the most important predictor of the quality of child care is staff wages. With help from the Governor's Day Care Partnership Project, founded in 1984, Massachusetts increased wages for child care employees in programs with state contracts by 49 percent between FY 1985 and FY 1988; family child care daily rates were increased 82 percent over this period.[9]

In addition to its role as a quality watchdog, the Commonwealth has aided the private sector's growing participation in child care for employees. Through the Corporate Family Care Program, a project of the Executive Office of Economic Affairs (EOEA), Massachusetts businesses of all sizes can receive help for family care initiatives. The EOEA program

provides free information on dependent care services (elder care as well as child care), personnel policies (such as flex-time), tax advantages, and financing. EOEA notes that, despite the economic downturn, employer-sponsored dependent care services actually increased between 1989 and 1991.

A Tale of Two Solutions

At the Massachusetts Bay Transportation Authority (MBTA), some bus drivers were bringing their children on their routes. For these parents, the alternatives were either to quit their jobs or leave their children home alone.

In 1989, the MBTA began working on plans for an on-site child care center, with full support from the general manager and cooperation from union members and professional staff. However, it soon became apparent that a single, centralized location could not adequately serve a far-flung work force of 7,000 people, many of whom work non-traditional hours.

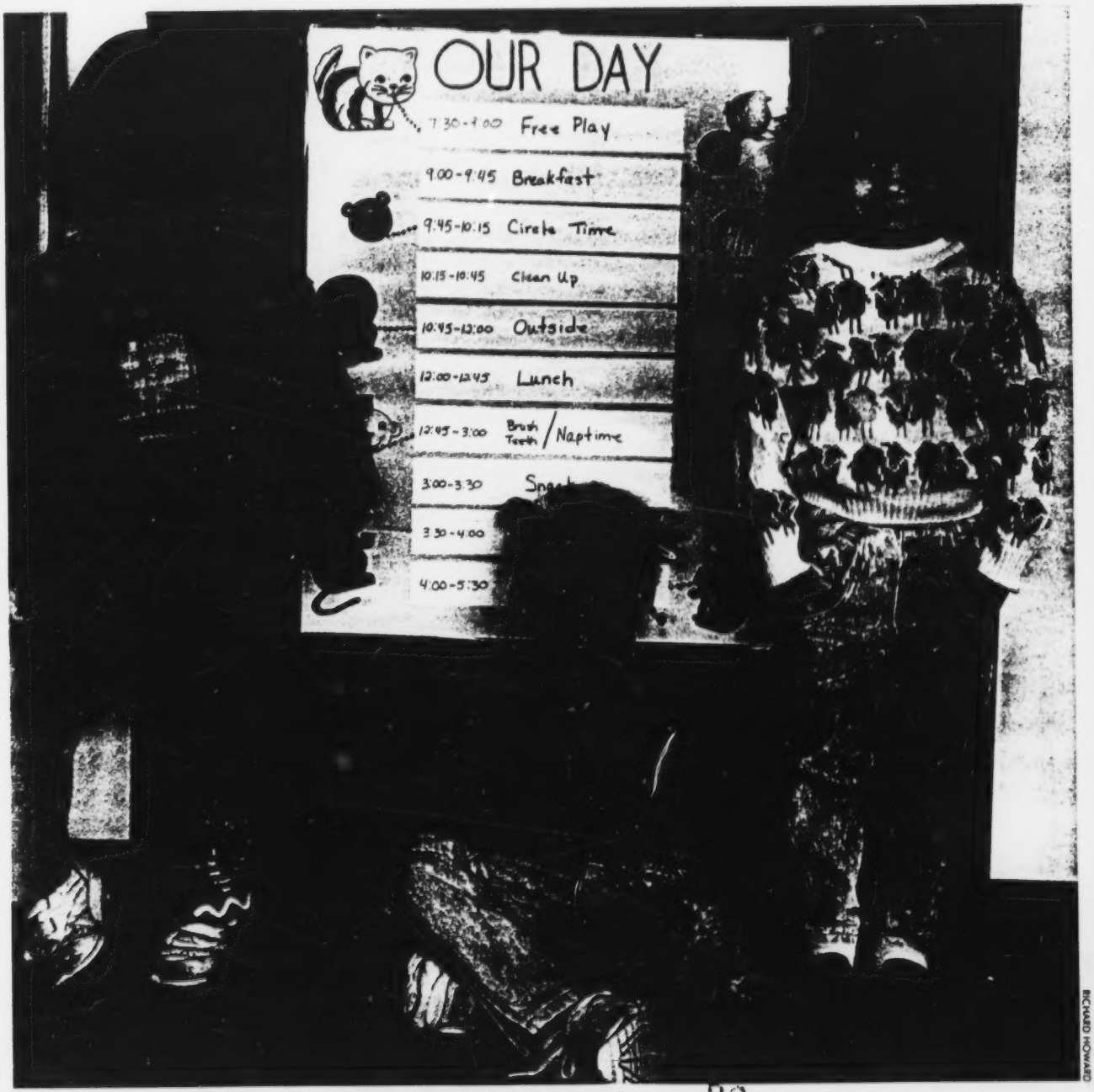
In response to this reality, the MBTA devised an innovative "Reserved Child Care Slot Program," which now offers care for employees' children, ages 2 months to 12 years, at over 30 centers in 17 Boston area communities. The centers are screened for quality by an MBTA committee, and parents can select among them. Since start-up costs projected for an on-site center were saved, tuition assistance was offered to income-eligible families.

Since the program began in September, 1990, 40 children have been enrolled in the program and more slots are planned. During the first nine months of the MBTA program, absenteeism among participants dropped 40 percent from the previous year. By July, 1991, the T was able to estimate a six-month savings of at least $10,000 through improved productivity.

At Children's Hospital, management was increasingly concerned about recruiting professional staff. Anne Lang, Vice President for Human Resources, noted, "Our employees are our most valuable asset. We knew that if we could help them balance family and work, we would come out the winner."

Children's Hospital opened its child care center in June, 1990. Located a few blocks from the Hospital on the campus of Emmanuel College, the center is cozy and home-like, and parents often come to visit during their lunch hours. Tuition assistance based on a sliding fee structure is provided by the Hospital, which means that all sectors of the hospital staff — from physicians to food service workers — are represented. There is already a waiting list of employees who want to use the center, especially for infant care.

The Hospital considers this just a first foray into employee child care. Over the next two years, consideration will be given to opening suburban centers, to developing a sick-child center, and to the possibility of matching elder care with child care. According to Anne Lang, "Because we are a children's hospital, we want to show that it really is possible to have a job and raise kids, and do both very well."



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CHAPTER FIVE

The Action Agenda for Child Care in Boston

Child care is a crucial part of the infrastructure Boston requires to be a humane and thriving city as we enter the 21st century. The kind of child care envisioned in the report of this Goldberg Seminar on Child Care is child care that:

- helps fulfill the national goal that all children arrive at school "ready to learn;"
- builds bridges across cultural and economic barriers, so that children enter school and the work force with respect for people from all backgrounds;
- is an element of comprehensive support services parents need to do their best for their families;
- offers children a sense of continuity, built on trusting relationships with trained and caring adults;
- offers hope for a better future to low-income families;
- contributes to the economic prosperity of the city.

The following pages are an action agenda for use by various sectors of the city — all of whom have a stake in its success.

First Steps: Ten Short-Range Goals

To set the Action Agenda into immediate motion, the Seminar is proposing ten short-range goals that should be met by January, 1993.

1. Organize a Child and Family Alliance.
2. Launch a Campaign for Children.
3. Establish a city-wide Children's Data Base.
4. Establish the Future Generations Fund to help make child care affordable.
5. Establish child care tuition assistance programs in ten Boston companies.
6. Increase the number of child care placements funded by the Commonwealth by twenty percent.
7. Organize a consortium of Boston area colleges and universities to coordinate efforts and increase academic support for early childhood education professionals.
8. Increase by ten percent the number of Boston child care centers that have begun the National Association for the Education of Young Children accreditation process.
9. Initiate a Boston Family Child Care Accreditation Project to create an instrument for the evaluation of providers and their program quality.
10. Create a *family-friendly audit* for interested organizations to use as they evaluate their employee benefits, patterns of corporate giving, and other programs that benefit children and their families.

An Action Agenda: A Blueprint for Change

The previous chapters have discussed the background and present status of child care in the City of Boston, and have offered general recommendations for improving the availability and affordability of quality child care for Boston's children and their families. On the following pages, the Goldberg Seminar on Child Care presents its Action Agenda for achieving its goals. It contains challenges to all members of the Boston community, from private citizens to public institutions, to work together to strengthen our child care system.

This action agenda is based on a general consensus of leaders from each of the major sectors involved with child care after three years of intense debate. The key to achieving these goals will be in their collective willingness to act.

Action has already begun on some of the recommendations made in this report, which is an encouraging sign of the commitment to quality child care by the Boston community. This chapter is primarily an invitation to sustained action, a guide to activities over the coming years. It also provides a checklist for monitoring progress. The Goldberg Seminar hopes that it will be useful for many years.

Recommendations are organized under four headings — Family Support, Quality, Affordability, and Reinforcing Boston's Child Care Infrastructure — and each section contains a series of specific and concrete recommendations. Some of the recommendations apply to the entire community, while others are specific to particular sectors; suggestions for appropriate leadership roles are noted in the columns, with the key players highlighted in blue. At the end of this section, a grid of all the recommendations and participating sectors provides a sense of the context for all contributing efforts.

The eight constituencies or sectors identified for leadership in putting this Action Agenda to work are:

the City of Boston **(City)**

the Boston Public Schools **(BPS)**

the child care community **(child care)**

Parents **(parents)**

Employers and employer associations **(employers)**

Foundations and corporate philanthropies **(foundations)**

Colleges, universities, and other training institutions **(colleges)**

the Commonwealth of Massachusetts **(Commonwealth)**

I. Family Support

Organize the Alliance for Children and Families

City
BPS
child care
parents
employers
foundations
colleges

Coordinate efforts on behalf of Boston's children. This organization, which can draw upon participants from the Goldberg Seminar on Child Care, will:

- ★ Provide public information and a public forum on the issues;
- ★ Monitor progress on Goldberg Seminar recommendations;
- ★ Advocate for child care in Boston, and at the state and federal levels;
- ★ Solicit political and financial support for a Boston Children's Agenda, and work to put children, families and child care on the political agenda in the 1992 campaign and beyond.

Launch a city-wide Campaign for Children

City
employer associations
foundations
colleges

Develop a media campaign to acquaint Bostonians with the status of children and families in our city. This effort will describe the benefits of quality child care, and explain how investing in children and families is good for the whole city.

Develop a Boston Children's Data Base

City
foundations
colleges

Compile child care supply and demand data, with both neighborhood and aggregate figures. Reliable information on the availability of quality child care should be released regularly, with specific attention to identifying children whose child care needs are not being met. The data base will also house information on poverty rates, family income, homelessness, teen pregnancy, and public funding for human services. An annual report will be issued on the state of children, families and child care in Boston.

Develop creative child care options for all constituencies

City
BPS
child care
parents
employer associations
foundations
colleges

Establish committees within professional and industry-wide organizations to promote child care as a bottom line issue, and to provide suggestions for action on behalf of employees in the form of: community-based centers and homes, public school and employer-supported on-site programs, or child care scholarships. These groups could also lend support to pending child care legislation. The Massachusetts Business Alliance for Education is uniquely positioned to form an Early Care and Education Committee that would include very young children under its education umbrella.

BPS
child care
parents

Broaden the scope of children's advocacy

Participate in advocacy efforts that target child and family well-being, beyond the issue of child care. Child care professionals are respected and effective spokespeople not only for child care but also for the children and families they serve, and should become more visible in the broader arena.

parents
employer associations
foundations
colleges

Create a *Family-friendly Audit*

Develop an instrument for interested organizations to use when analyzing their employee benefits, patterns of corporate giving, and other programs that benefit children and families. When the audit is ready for dissemination, encourage organizations to use it, and to report findings in industry publications, annual reports, and the media.

City
BPS
child care
parents
employers
foundation
colleges

Put the *Family-friendly Audit* to work

Conduct an audit to evaluate employees' child care needs and concerns. This instrument will enable employers to develop and tailor a plan for best meeting the needs of employees while achieving a stable, reliable work force and a loyal commercial base of support. Employers who provide child care benefits should document any concrete results (changes in absenteeism, turnover rates, duration of job vacancies) that might be attributable to these benefits.

City
BPS
child care
parents
employers
foundations
colleges

Focus on Success: A Three Part Strategy

★ Focus public attention on the benefits of child care and on the importance of children's issues. Such attention creates opportunities to foster new leadership.
★ Honor business initiatives. Develop and publicize an "honor roll" of family-friendly employers. Identify current corporate leadership in the area of child care, as expressed through funding for individual providers, philanthropic contributions, and industry-wide initiatives.
★ Honor outstanding individual contributions. Give an annual award to acknowledge those who have made significant contributions to children and families in Boston. People eligible for this award should include all of those committed to quality child care; providers, advocates, funders, etc.
★ Honor high quality child care. Identify one outstanding program at regular intervals. Since many organizations contribute to the provision of good child care, the award recipient could be a professional network or an advocacy group, as well as a child care program.

II. Quality

Expand innovative funding partnerships

City
BPS
child care
employers
foundations
colleges
Commonwealth

★ Broaden current innovative public and private funding initiatives that improve the quality of child care.
★ Continue the Child Care Initiative's Child Care Careers Institute and the Child Care Capital Investment Fund.
★ Underwrite the cost of professional accreditation for child care programs. Pursuing professional accreditation helps programs evaluate staff and curriculum and yields valuable feedback on areas for improvements; gaining accreditation is evidence of quality.
★ Support improvements to outdoor play areas used by child care providers and neighborhood children.

File legislation to support quality child care

City
BPS
child care
parents
employers
colleges
Commonwealth

Support legislation that seeks to improve the quality of child care. Salary enhancements, professional accreditation, career ladder training, and college loan forgiveness programs are all examples of issues that can be addressed through the legislative process.

Promote multicultural child care

City
BPS
child care
colleges

★ Reinforce mechanisms for celebrating the rich diversity of Boston's children and families. Diversity should be apparent in early childhood curricula, in the content of training courses, in hiring practices, and in enrollment. Efforts to recruit minority students into the field, and to hire and retain minority professionals, must be strengthened.

Improve school-age child care

BPS
child care
parents
employers
foundations
colleges

★ Extend, strengthen, and support programs for school-age children — both before and after school hours.
★ Support the Boston School-Age Child Care Project, organized by Parents United for Child Care.
★ Make joint training available to public school teachers and to staff in private child care and after-school programs.
★ Improve communication between public school teachers and child care staff.

★ Develop partnerships between individual schools and school-age child care programs, including those not housed in public school buildings.
★ Reassess kindergarten hours and programs. Currently children entering public schools spend a only few hours under the supervision of a BPS teacher. Consider alternatives to the present kindergarten year that meet the developmental needs of children and the child care needs of working parents.
★ Involve parents. Since parent participation enhances the impact of programs on children, expand opportunities for parents to participate in the governance of their child's program regarding policy development, curriculum, and services for parents. Such participation requires that staff keep parents well-informed and well-educated about the program.

child care parents

Promote the child care profession

★ Promote career development. Program directors should be familiar with training opportunities and encourage staff to continue their education. Training and employee longevity should be rewarded, to the extent possible, with higher pay.
★ Develop a career ladder for professional advancement. Child care professionals are more likely to remain in the field and in particular programs when there are opportunities for advancement. An explicitly detailed policy for career advancement — a career ladder — encourages longevity and increases the stability and quality of the program.
★ Join early childhood professional associations. These associations provide many benefits to members, including information about conferences and other training opportunities, current policy and research information, a national network of colleagues, and group policies for health, disability, and life insurance.
★ Provide parents with program licensing information. Parents should have access to the materials providers compile to apply for and renew their Office for Children licenses. These include, for example, staff qualifications, samples of daily programming, and health and safety code information. Program accreditation, awards and professional degrees should be displayed prominently.
★ Pursue professional accreditation. The accreditation process makes programs evaluate the care they offer and develop plans for improvement. The National Association for the Education of Young Children offers accreditation to child care centers and school-age programs where more than half the children are eight years old or younger. Family child care providers can pursue personal accreditation through a credential called the Child Development Associate.

Be an active, informed consumer

parents

★ Parents should visit providers before enrolling their child, and should also make several unscheduled visits during the year. They should ask questions about curriculum, and become involved in program policy and planning. Specific concerns about children should be raised with the caregivers and the director, if necessary.

★ Become familiar with licensing standards. Any suspected violations of licensing regulations or other serious concerns should be reported to the state Office for Children, which is responsible for licensing child care centers, family child care homes, and school-age programs.

Help finance high quality child care

employers
foundations

Identify high quality child care programming as a funding priority and then make certain that all child care paid for with corporate or philanthropic dollars stresses quality. Promote collaborative funding of child care initiatives that demonstrate high quality programming or that improve the quality of care.

Provide professional recognition for family child care

City
child care
foundations
colleges

Develop a demonstration accreditation project for family child care providers. A "Boston Accreditation Project" could utilize the Child Development Associate credential and other accreditation models to create an instrument to evaluate providers and the quality of their program.

Create a Child Care and Education Consortium

colleges

★ Coordinate course offerings and training programs through an inclusive consortium that would include the 19 colleges and universities in the Greater Boston area that offer degrees in early childhood education. Coordinated efforts will insure a continuum of educational opportunities for child care workers, ranging from literacy and English language proficiency, through high school equivalency courses and degrees on the Associate's Bachelor's, and graduate levels.

★ Ensure that a range of courses and academic programs on child development and early childhood education are available throughout the city at a reasonable cost in several locations. All training should result in college credit that can lead to college degrees.

★ Offer a range of courses, utilizing the 12 categories of study delineated by the Office for Children in its regulations for teacher qualifications. Such courses should meet the needs of new teaching staff as well as those of experienced caregivers and administrators.

★ Offer Early Childhood Education courses that stress curriculum appropriate to children's development, birth through mid-adolescence, and are reflective of the diverse cultural and racial backgrounds of Boston residents.
★ Encourage students enrolled in single courses to pursue academic degrees. Develop flexible policies about matriculation, and an Adult Learners Program for mature students. Offer scholarships whenever possible.
★ Maintain statistics about courses related to the field of child care, numbers of students, and evaluations of academic offerings. Provide this information to the Children's Data Base.

City
BPS
foundations
colleges
Commonwealth

Support innovative training opportunities and programs

★ Develop academic incentives (graduate level credit) for graduate students, experienced in child care, to teach child care staff. Child care workers throughout the city are desperate for low- or no-cost college courses. Matching graduate instructors with students would benefit both.
★ Utilize laboratory settings for teachers-in-training to observe developmentally appropriate teaching techniques.
★ Continue and expand the Mentor Teacher Training Program initiated as a collaboration between the Office for Children and the Department of Education. This program offers courses and on-the-job training to teachers seeking to upgrade their credentials.
★ Encourage the presence of master teachers in all child care and Head Start settings. The typical career ladder turns teachers into administrators and removes them from the classroom. Mentor or master teachers would provide on-the-job training to less experienced staff and allow gifted caregivers to continue working with children.

III. Affordability

Expand subsidy dollars

City
BPS
child care
parents
employers
foundations
Commonwealth

Foster a collaborative relationship between government and the private sector to maximize city, state, and federal government funding. The high cost of child care must be shared among the beneficiaries: parents, government, and employers.

Establish a Child Care Affordability Fund

City
employers
foundations

Subsidize Boston children from low- and moderate-income working families for placements in high quality child care programs. Initial support for the fund will come from philanthropic and corporate donations, with sustaining support from all sectors, including the city, employee associations and unions, and individual employers. The Fund would:

★ Serve families earning up to at least 135 percent of the state median income, or $43,879 for a family of four.

★ Be housed in a foundation, or under the auspices of its own 501(c)(3) corporation and administered by a foundation.

★ Award scholarships judiciously. Parents' eligibility for other subsidy programs would be checked first. The fund would assist parents in making use of all avenues open to them (filing for a tax credit, applying for state subsidies, utilizing flexible work schedules to achieve a shorter work week and lower child care costs, etc.) The fund may also provide partial funding in conjunction with other sources, or temporary support for parents on waiting lists for other subsidies.

★ Establish a two phase fundraising approach: one for immediate funding needs, and another for an endowment to ensure long-term funding for affordable child care.

★ Create a minimum standard of quality for all care purchased with Child Care Affordability Fund scholarships. This standard would be determined in collaboration with the ongoing United Way projects; the Child Care Careers Institute and the Capital Investment Fund. The fund would also explore the possibility of using professional accreditation as a requirement for receiving Affordability Fund support.

★ Focus on family child care, child care centers and school-age programs. While relative or in-home care is sometimes a family's best alternative, funding these options does not contribute to the establishment of an ongoing child care delivery system.
★ Target giving so that donors can earmark contributions to a specific program or group, for example: the children of employees in a specific company, children living in a particular neighborhood, or HIV-positive children.

City
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parents
employers
foundations
colleges
Commonwealth

Insist on quality

Link all efforts on behalf of affordability to quality without compromising the connection between state funding for child care and the quality of state-purchased services. State policy makers have recently divorced quality from the care they purchase in order to serve more children. However, studies show that this short-term approach has poor long-term consequences for the children.

City
child care
colleges

Document the true cost of providing good child care

Document the sacrifices caregivers make for the families they serve and share this information with parents, elected officials, and the Children's Data Base.

City
parents
child care
foundations
employer associations

Make affordability solutions feasible

Provide information to employers that will help them reduce their employees' child care expenses. Employers are increasingly aware that parents work more efficiently when they know that their children are in good hands. To help businesses improve productivity and retain their work force:
★ Provide seminars and printed materials on the costs of quality child care, and employee assistance options.
★ Encourage industry and professional associations to share solutions that work best within their industries and professions.
★ Provide technical assistance to companies that are willing to assess the demand for and cost of providing child care tuition assistance.
★ Offer consultation on other forms of financial assistance, for example, the three programs contained in the Internal Revenue Code: the Child and Dependent Care Tax Credit, the Earned Income Tax Credit, and the Dependent Care Assistance Plan.
★ Recruit companies to set up child care tuition assistance plans. The recruitment campaign would focus on profitable companies that have already invested in employee benefits in various ways.

Provide child care tuition assistance

employers

Give parents the flexibility to select quality child care by offering tuition assistance, the single most valuable child care benefit most parent employees can receive.

Leverage private contributions

Commonwealth

Maintain and expand the Public-Private Partnership Program that provides a state funded match to child care providers that locate private-sector contributions for subsidized care.

Broaden and simplify the current subsidy system

Commonwealth
child care
parents

Remove the barriers that are preventing the wo. g poor from receiving assistance and that currently penalize them by cutting child care subsidies when they move from the ranks of the jobless/AFDC to self-sufficient but low-income workers.

Coordinate efforts among the Departments of Social Services, Public Welfare, and Employment and Training so that eligible parents do not lose child care subsidies due to bureaucratic red tape.

Marshall the facts

colleges
Commonwealth

Undertake a study of the current scope of affordability problems and allocate resources to DSS so that it can fully address the issue as it affects low-income families.

IV. Reinforcing Boston's Child Care Infrastructure

City
BPS
child care

Create a cohesive child care delivery system

★ Convene providers from public and private agencies to cement working relationships that will build a comprehensive child care plan. This group would include Head Start, private proprietary and nonprofit child care providers, family child care systems and independent providers, public and private elementary schools, early intervention programs, and neighborhood recreation programs.

★ Recognize child care as an education issue. This perspective will facilitate collaboration between the Boston Public Schools and child care programs housed both in school buildings and outside them. This approach will also involve the child care community in educational policy and program development for school-age children, while it acquaints school professionals with issues of child care for children from birth through 14.

★ Collaborate on the delivery of child care to Boston school children, with special attention to transportation and recreation for older children (10 - 14 years old), and to the transportation needs of preschool children.

City
BPS
child care
parents

Recognize the crucial role of the Boston Public Schools in the child care infrastructure

★ Provide and maintain space for child care programs.

★ Offer early childhood programs that coincide with working hours.

★ Design school arrival and release times with attention to the schedules of working families.

★ Develop formal mechanisms for sharing BPS resources and reference materials with child care providers.

★ Solicit input from parents on child care needs and program interests.

★ Establish neighborhood-based planning groups for school-age child care, with all sectors of the community represented.

City
BPS
child care
parents
foundations
colleges
Commonwealth

Address the needs of unserved families

★ Expand licensed infant care, both in family child care homes and in child care centers. Because of the high cost of infant care, special incentives or funding support are needed.

★ Improve services to school-age children. Coordinate, expand and support programs for children between the ages of five and fourteen.

★ Increase services to children with special needs. Parents of children with special needs have more difficulty finding suitable care. Providers that have not

traditionally served children with special needs should be encouraged to do so with additional training and support. Head Start is exemplary here.

Build a City-wide Child Care Resource and Referral Agency (CCR&R)

City
child care
parents
employers
foundations
Commonwealth

Expand on the work done by Child Care Choices of Boston and the Child Care Resource Center. The CCR&R will educate parents about the various kinds of child care and how to identify quality care; collaborate with existing training institutions to provide training, technical assistance, and support to child care staff; support collaborative efforts to increase supply; work with employers who are interested in child care; and provide information on cost, supply and demand for child care. The CCR&R will:

★ Serve all families, regardless of income;
★ Be governed by a board or citizen advisory committee representing all sectors of the city; and
★ Develop pilot programs to increase community and citizen involvement with child care agencies and family child care providers.

Provide child care information where parents work

child care
parents
employers
foundation
colleges

★ Develop written materials that enumerate family-oriented benefits.
★ Offer parents informational sessions on choosing child care providers and on the forms of assistance available to employees.

Simplify and coordinate health and human service delivery to families

City
colleges
Commonwealth

Support the city's initial efforts to develop a system of neighborhood-based family support centers. Child care agencies and families would play a major role in the development of these family centers — "one-stop shopping" facilities that will be tailored to the expressed needs of the community. Individual centers could include parent education; local sites for job training, literacy, high school equivalency, and college courses; housing assistance; nutritional screening, health care and immunizations; child care resource and referral. They may also serve as satellite offices for state agencies that serve families, and safe play spots for non-enrolled children.

★ Continue efforts to implement zoning regulations that respond to the needs of working parents, in the manner used for development of the Midtown Cultural District.

★ Coordinate child care delivery for Boston Housing Authority residents in BHA facilities. The state should re-establish the staff position to oversee child care programs operating in public housing, and to offer residents assistance in finding affordable care. The Commonwealth should also reinstate the Supportive Services Program, whose goal of sustaining families in public housing included help with child care resources.

City
Commonwealth

Intensify efforts to make public parks and buildings safe and accessible to children

★ Continue to develop and implement city and state plans to provide children with the basics of childhood: glass and contaminant-free spaces for play; access to unlocked, working public toilets; community and police protection from violence; recreational facilities that are open during hours that allow working parents and their children to enjoy them together.
★ Increase access to centrally located public buildings for early childhood training, meetings, etc.

BPS
child care
foundations

Expand and publicize the role of child care facilities

★ Make child care centers, Head Start facilities, and family child care homes more accessible to the larger community. Child care staff have expertise and run programs (e.g. a lecture on child development) that may be of interest to non-enrolled parents. Child care facilities can inform parents about issues that affect children and families, and provide them with the means to become active on behalf of their children and child care. Furthermore, child care agencies, especially family child care providers, are extra "eyes" during the day when parents are working.
★ Encourage child care centers to develop pilot projects to expand the role of child care, in an effort both to make life easier for parents and to generate income. These projects could include a dry cleaning and/or laundry service, boxed dinners, book fairs, video rentals, and birthday party management. Similarly, centers could provide the site for medical screening and immunization.

parents

Evaluate prospective employers using family-friendly criteria

Recommend that parents, when evaluating job offers, take family policies into account and ask questions about such benefits as: direct child care support, flexible hours to accommodate child care and school schedules, and allowing personal sick time to be used to care for sick children. Job seekers should inform employers of the importance of family-friendly policies in their decision about accepting a new position.

Join a governing board

child care
parents
employers
colleges

Become active on the boards of local child care programs, where a heterogeneous mix of people is a requirement for many and an asset for all. Boards dominated by parents whose children attend the program may not represent the community at large. Business people, for example, can offer programs valuable skills in terms of organization, finances, etc.

Invest the state's resources in child care

Commonwealth

Reaffirm the state's commitment to high quality child care in the following ways:

★ Reinvest in subsidies for low-income working families.

★ Emphasize quality. Provide leadership for the delivery of quality child care to all children. Designate a visible spokesperson, who has professional expertise in the area of early childhood care and education. Continue to convene a working group of representatives from child-serving agencies to coordinate services for children and families. Develop a formal mechanism for communication between state government and child care providers and children's advocates.

★ Contract for quality. Distribute service contracts based on the criteria of quality and parental choice. A committee representing the diverse beneficiaries of child care and children's services should be formed to develop such criteria. Priority should go to programs with professional accreditation, and support should be given to programs seeking accreditation.

★ Offer real choices to parents. Offer parents enrolled in the JOBS Program the opportunity to choose from among all licensed child care settings. Recognize that low-cost options (Independent Child Care Account = $2/hour) are likely to be low in quality as well. If parents remain eligible for any work-related child care, continue eligibility for a child care subsidy; although a parent's occupational status may change, a child's need for consistent caregivers remains constant.

★ Fully implement all child care regulations. Ensure that Office for Children (OFC) child care regulations are fully implemented. Maintain the licensing standards currently in place, and proceed with the promulgation of special needs and school-age child care regulations. Restore the capabilities of OFC to deliver training courses and conferences to child care staff, with an emphasis on staff competence in providing parent education, family support, and family crisis intervention.

★ Foster health awareness in child care settings. Work with community-based child care providers to provide lead screening, immunizations, and other childhood screening available to children in the Commonwealth. Provide consultation to child care providers on health matters. Distribute the revised Massachusetts Department of Public Health manual, *Health in Day Care*.

★ Publicize and distribute the manual for family child care providers published by the Office for Children.

City
child care
parents
employers
foundation
colleges
Commonwealth

Monitor and support national efforts to improve the quality of child care programs

Give constant attention to federal programs and Congressional activities that can benefit Boston. For example, Massachusetts residents and federal legislators were instrumental in the passage of the Child Care and Development Block Grant, which brought almost $10 million to Massachusetts in its first year.

City
child care
parents
employers
Commonwealth

Protect child care consumers

Ensure the safety and quality of child care.

★ Make information about licensing visits and complaint investigations available to the public

★ Create incentives for family child care providers to become licensed. For example, employers who offer child care tuition assistance to employees could allow the use of unlicensed family child care providers only if the provider had applied for a license.

City
foundations
child care
parents

Work for a more unified approach to child care in service delivery

Provide seed money and demonstration grants that reinforce the child care infrastructure. Projects might include: support for neighborhood-based planning strategies; an academic consortium of all training institutions; specific initiatives through the child care resource and referral agency; incentives for unlicensed family child care providers to obtain licenses; capital improvements; and career development.

City
BPS
child care
parents
foundations
colleges

Work for a more unified approach to child care in system-wide planning

Offer technical assistance to local and state government on planning and reinforcing Boston's child care system. Support streamlining efforts regarding federal and state child care funds, which involve differing and often contradictory requirements and eligibility criteria, and thus create a barrier to comprehensive child care planning.

Work for a more unified approach to child care in academic offerings

colleges

Organize an inclusive consortium of Boston area academic institutions and departments offering early childhood education, general education, and child and family policy. Working in concert with the Child Care Careers Institute located at Wheelock College, this group will coordinate academic programs relevant to child care. Activities will include the development of a joint test for the acceptability of credit transfers, an analysis of barriers to matriculation, review of the availability of early childhood education and policy courses across the metropolitan area, possible improvements to continuing education offerings, and a city-wide scholarship program for concurrently employed child care workers.

While these are ambitious goals, there is no mystery to achieving them, and no reason for us to fail in accomplishing them. By embracing these goals, we enhance both our personal futures, and the future of our city.

The Goldberg Seminar on Child Care
Recommendations

I. Family Support	City of Boston	Boston Public Schools	Child Care Community	Parents	Employees and Employer Asecociations	Private and Corporate Funders	Universities and Colleges	Commonwealth of Massachusetts
Organize the Alliance for Children and Families	★	★	★	★	★	★	★	
Launch a city-wide Campaign for Children	★				★	★	★	
Develop a Boston Children's Database	★					★	★	
Develop creative child care options for all constituencies	★	★	★	★	★	★	★	
Broaden the scope of children's advocacy		★	★	★				
Create a "Family-friendly Audit"				★	★	★	★	
Put the "Family-friendly Audit" to work	★	★	★	★	★	★	★	
Focus on Success: A Three Part Strategy	★	★	★	★	★	★	★	
II. Quality								
Expand innovative funding partnerships	★	★	★		★	★	★	★
File legislation to support quality child care	★	★	★	★	★		★	★
Promote multicultural child care	★	★	★				★	
Improve school-age child care		★	★	★	★	★	★	
Promote the child care profession			★	★				
Be an active, informed consumer				★				
Help finance high quality child care					★	★		
Provide professional recognition for family child care	★		★			★	★	
Create a Child Care and Education Consortium							★	
Support innovative training opportunities and programs	★	★				★	★	★
III. Affordability								
Expand subsidy dollars	★	★	★	★	★			★
Establish a Child Care Affordability Fund	★				★	★		
Insist on quality	★	★	★	★	★	★	★	★
Document the true cost of providing good child care	★		★				★	
Make affordability solutions feasible	★		★	★	★	★		
Provide child care tuition assistance					★			
Leverage private contributions								★
Broaden and simplify the current subsidy system								★
Marshall the facts							★	★

IV. Reinforcing Boston's Child Care Infrastructure	City of Boston	Boston Public Schools	Child Care Community	Parents	Employees and Employer Associations	Private and Corporate Funders	Universities and Colleges	Commonwealth of Massachusetts
Create a cohesive child care delivery system	★	★	★					
Recognize the crucial role of the BPS in the child care infrastructure		★						
Address the needs of unserved families	★	★	★	★		★	★	★
Build a Citywide Child Care Resource and Referral Agency	★		★	★	★	★		★
Provide child care information where parents work			★	★	★	★	★	
Simplify and coordinate health and human service delivery to families	★						★	★
Intensify efforts to make public parks and buildings safe and accessible to children	★							★
Expand and publicize the role of child care facilities		★	★			★		
Evaluate prospective employers using family-friendly criteria				★				
Join a governing board			★	★	★		★	
Invest the state's resources in child care								★
Monitor and support national efforts to improve the quality of child care programs	★		★	★	★	★	★	★
Protect child care consumers	★		★	★	★			★
Work for a more unified approach to child care:								
• *in service delivery*						★		
• *in system-wide planning*		★	★			★	★	
• *in academic offerings*							★	

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Appendices

The Child Care Mini-Grants

The Seminar supported several small-scale research and demonstration projects to test and to start implementing some of the ideas that emerged from group meetings and discussions. Information and insights collected by these grant recipients inform several of the recommendations that appear in this report. With grants from the Boston Foundation, the following programs were funded:

Associated Day Care Services of Metropolitan Boston, Boston
Organized training workshops for child care providers on issues related to serving high-risk children and families.

Center for Research on Women, Wellesley College, Wellesley
Surveyed Massachusetts employers' experiences with child care tuition assistance.

Massachusetts Department of Public Health, Division of Early Childhood, Boston
Completed the third edition of the *Health in Day Care* manual.

Massachusetts Executive Office of Economic Affairs, Corporate Family Care Program, Boston
Produced a guide to family-supportive work policies, in collaboration with Boston area employer associations.

Mills & Pardee, Inc., Concord
Conducted a study to investigate affordability initiatives around the country and to examine the feasibility of a Boston affordability fund.

Paige Academy, Roxbury
Provided families enrolled in its child care program with a range of goods and services to make life easier for families while generating income for the program.

Parents United for Child Care, Boston
Gave incentive grants to seven neighborhood-based teams to help create school-age child care programs.

City of Boston: Children's Services

The City of Boston spent approximately $427 million on services to children and families in its 1990-91 fiscal year. Twelve separate city departments invest their resources in children. What follows is a short description of programs especially pertinent to children under age 14.

The Community Centers provide many social services to children. In fiscal year 90-91 it supported 400 after-school child care slots, 226 Tiny Tot child care slots, and 267 preschool child care slots. It served 2,500 children at 20 day camps during the summer. Six hundred disabled children attended Camp Joy. The Community Centers provide five Special Needs Integration Program sites to involve disabled children and young adults in regular Community Centers programs. The Community Centers served 675,000 breakfasts and lunches to youth involved in summer day camp and other activities. It provided 100 community counseling slots for family counseling, and offered counseling to 350 families of at-risk youth in the *Hope in Progress* program. Year-round recreational activities are offered in Boston's 34 Community Schools which include 19 pools and 29 gymnasiums.

The Boston Public Schools, with some 6,000 staff and a 1990-91 budget of approximately $390 million, operate 98 elementary and middle schools, and 18 high schools, which serve 56,000 children.

The Boston Housing Authority provides rent free space for 13 child care centers in its developments.

The Boston Women's Commission helped create additional child care slots through the City Hall Child Care Center and changes to regulations governing family child care and commercial development in the Midtown Cultural District.

The Boston Public Library devotes 30 percent of its circulating collection, some 500,000 books, to children's and young adults' books and periodicals. It sponsors programs for all ages ranging from toddler and preschool story telling to career planning workshops for high school students. Children's librarians made 1,600 visits to elementary and middle schools in fiscal year 1990-91.

The Office of Jobs and Community Services operates a program specifically designed for pregnant and parenting teens that includes job training, counseling and education offered in a format designed to meet the needs of young parents.

The Mayor's Safe Neighborhoods Plan is based on three tenets: coordinated law enforcement and criminal justice, improved economic opportunities, and recognition of community and family responsibilities. Several City departments are involved in carrying out the Plan, which primarily targets teenagers. One of its initiatives, the Youth Fund, recognizes the need for more parent counseling and parent mentoring to help overwhelmed young families.

The Department of Health and Hospitals, through Boston City Hospital, anticipated some 1,800 pediatric admissions in fiscal year 90-91. The Healthy Baby Program enrolls and provides services to 1,000 pregnant women at risk of delivering low birth weight babies or other poor pregnancy outcomes. The Department operates a major lead poisoning prevention program, annually screening over 27,000 children for lead poisoning and working to remove sources of lead exposure when poisoning is found.

The Department of Parks and Recreation maintains 192 parks with ball fields, playgrounds, tot lots, and open space. Parks and Recreation staff work with children at the parks offering arts, crafts, and sporting events. Park Rangers carry out an environmental education program in eight different schools and in the Olmsted Parks and Harbor Islands.

Source: L. Conroy, Boston Women's Commission, Office of the Mayor, City of Boston, Boston, MA, personal communication, October, 1991.

The Massachusetts Child Care Delivery System

An Overview of the Current State System

Within the Governor's Cabinet, the Executive Office of Health and Human Services (EOHHS) has primary responsibility. Policy decisions are made by the Secretary of EOHHS with direct line authority resting with the Assistant Secretary for Human Services; the Assistant Secretary for Public Policy also contributes to decisions affecting child care.

EOHHS administers child care programs through four agencies:

The Office for Children licenses child care centers and family child care homes.

The Department of Public Welfare, in a funding collaboration with the federal government, provides subsidized child care to parents who are participating in work or training under the auspices of the federal JOBS program.

The Department of Social Services holds contracts with approximately 300 child care centers and family child care systems to provide subsidized child care to children who live in families where there is abuse or neglect, or in families where the parents work but earn low wages.

The Department of Public Health manages the state's federal program to provide Early Intervention services to children from birth to age three.

Other state agencies and Cabinet level offices contribute to the delivery of child care services to families as well. These include:

The Department of Education which manages the state's services to children three and over who have special needs. In addition, the Chapter 188 Program awards grants that allow local school districts to establish a range of early childhood education programs. It manages the disbursement of the state's contribution to Head Start programs in Massachusetts: the money is used for staff salary increases and program expansion.

The Executive Office of Administration and Finance determines the implementation of state legislation affecting private enterprises holding state contracts, evaluates the budgets of the state agencies mentioned above and makes funding recommendations to the governor.

The Executive Office of Economic Affairs through its Corporate Family Care Program provides information to businesses interested in establishing a child care benefit for employees.

Negotiating the State Child Care Delivery System

There are three basic types of child care subsidy available to the working poor:

(1) *Vouchers.* Certificates that a parent may take to any licensed child care provider who agrees to enroll the child.

(2) *Contracted slots.* Enrollment in one of the 300 programs that holds a contract with DSS to serve low income families.

(3) *Stipends.* These are made available to parents from the DPW Independent Child Care Account. Providers earn only $2 per hour, and are not necessarily licensed by the state to provide child care; they may include relatives and babysitters caring for children in their own homes. This funding approach concerns child care advocates because it provides no way to monitor the quality — or even the existence — of this care.

Because eligibility categories are changing so rapidly, it is impossible to provide a more detailed account of who is eligible for each subsidy.

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U.S. Government Support for Child Care

The federal government invests millions of dollars in child care programs and distributes money in two ways:

(1) to child care providers or to states for the purchase of subsidized child care (Head Start is an example)

(2) through tax savings to families who have work-related child care expenses.

Program funding

The Child Care and Development Block Grant, passed in October, 1990, represents approximately $10 million in child care funding for Massachusetts in each of the three years beginning in 1991. The legislation directs money into three areas:

- subsidies for low income working families
- quality improvements
- early childhood and school-age child care program development.

Because the state's budget included approximately $14 million in cuts to the child care accounts, the federal grant will only partially compensate for the loss of the state's investment. In Massachusetts, overall management of this grant will take place in the Executive Office of Health and Human Services, with several agencies contributing to meeting its goals.

Title XX of the Social Services Block Grant, administered in Massachusetts by the Department of Social Services, allows the expenditure of funds for parental child care expenses. In 1990, 45 states, not including Massachusetts, utilized Title XX in this way; the state's budget crisis provided the impetus for re-direction of Title XX funds to child care.

Title IV-A provides for four child care programs:

- *Child care for jobs and education / training* is for parents who are welfare recipients, enrolled in the government's back-to-work program, or other approved training or work. This program subsidizes the cost of child care.
- *Transitional Child Care* provides a bridge for working parents who received welfare within the previous twelve months, but due to increased earnings are no longer eligible. One year of subsidized child care is provided under the theory that families should be able to afford child care after a year in the work world.
- *At-Risk Child Care* provides subsidized child care to families who would become eligible for welfare if they didn't receive help paying for the child care that allows them to work.
- *Child Care Licensing-Monitoring Improvement Grants* provide funds to states for training child care providers, and for improving licensing requirements and procedures.

In the Commonwealth, these programs are largely governed by the Department of Public Welfare, with interagency collaboration occurring between DPW and the Department of Social Services and the Office for Children.

The Dependent Care Planning and Development Grants, administered by the Office for Children in Massachusetts, allow states to initiate or expand school-age child care programs and child care resource and referral agencies.

Head Start funds programs for children between six weeks to three years old in its Parent Child Centers, as well as programs for the three- to five-year-olds. These programs provide a range of services including health, mental health, education, social services, and parent involvement. To be eligible, families must earn no more than 100 percent of the federal poverty standard. Head Start is administered by the Regional Office of the federal Administration for Children, Youth, and Families.

The Child Development Associate Program is a federally funded early childhood credentialing program administered by Head Start.

Tax Savings

The Dependent Care Assistance Plan (DCAP) allows working parents to pay for their child care (up to $5,000 per year) through a payroll deduction that reduces the amount of taxable income, and hence a parent's tax liability. Because savings from a DCAP accrue through reduced taxes, lower income parents do not save as much in this way because they pay less in taxes. Families with combined income in excess of $25,000 will benefit from a DCAP, saving between $1,000 and $1,400 if the maximum of $5,000 is deducted from their salaries.

The Earned Income Tax Credit (EITC) provides a refundable tax credit to low income families. Because it is refundable, even families who earn too little to owe taxes can take advantage of it.

The Child and Dependent Care Tax Credit is not refundable. It allows parents to deduct a percentage of their child care expenses from their tax bills. At the lowest incomes, parents can deduct a maximum of $720 for one child and $1,440 for two or more.

Sources: Helen Blank, *The Child Care and Development Block Grant and Child Care Grants to States Under Title IV-A of the Social Security Act: A Description of Major Provisions and Issues to Consider in Implementation* (Washington, D.C.: Children's Defense Fund, 1991).
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Honor Roll: Boston Businesses That Support Child Care

Just as there are many kinds of families and different kinds of businesses, there are many ways that employers can support child care. This "honor roll," based on data from The Massachusetts Executive Office of Economic Affairs, may not include all arrangements in the city. However, it demonstrates the range of ways that employers have made a commitment to child care.

On-Site or Near-site Centers:
These programs provide full or part-time care at a licensed center. Typically, employers pay for all or part of the start up costs and usually contribute to the operating costs to make the center affordable for employees.

City of Boston (City Hall)
Beth Israel Hospital
Boston City Hospital
Boston Public Schools
Boston University
Children's Hospital Faulkner Hospital
Florence Crittenton Hastings House
Hill Holliday Conners Cosmopulous
John Hancock Financial Services
Commonwealth of Massachusetts (McCormack & Transportation Buildings)
Massachusetts General Hospital
New England Deaconess Hospital
New England Medical Center
Northeastern University
Saint Elizabeth's Hospital
Shattuck Hospital
Spaulding Rehabilitation Hospital
Stride Rite Corporation
U.S. Government (JFK, O'Neill buildings)
University of Massachusetts / Boston
Veterans' Administration Hospital

Consortium centers:
Shared centers work well for companies in close proximity to each other, and for smaller businesses that could not afford start-up and operating costs of their own centers. In some instances, these can be joint ventures between employers and labor unions. There are two in Boston.

1. Brigham & Women's Hospital
Dana-Farber Cancer Institute
Harvard Medical School
Harvard School of Public Health
Joslin Diabetes Center
MASCO
Simmons College
2. Boston Redevelopment Authority
Massachusetts Water Resources Authority

Centers in Office Parks:
Developers find that potential tenants are drawn to amenities that will enhance employee productivity.

Prudential Center (R. M. Bradley, developer)

Reserved slots / Priority enrollment:
Employers contract with community providers for a specific number of licensed spaces. These slots may be offered at a reduced rate or parents may simply be given priority on a waiting list. This provides a cost-effective alternative to the expense of an on-site center.

BayBank, Inc.
Massachusetts Bay Transportation Authority

Occasional Care:
An increasing number of employers offer this service for those times when other arrangements fall through.

BayBank, Inc.
Ernst & Young
Goodwin, Procter & Hoar
Hale & Dorr
Little, Brown, and Co.
Mintz, Levin, Cohn, Ferris, Glovsky & Popeo
Ropes & Gray
Skadden, Arps, Slate, Meagher & Flom

Consortium center for occasional care:

Bingham, Dana & Gould
Fidelity Investments
Price Waterhouse

Child Care Resource and Referral:
Some Boston employers provide employees with resource and referral services, which assist in locating and selecting high quality child care. Sometimes the "R&R" includes training for child care providers and even campaigns to recruit family child care providers or increase the number of school-age child care programs.

Aldrich, Eastman & Waltch
Bain & Company
BayBank, Inc.
Blue Cross / Blue Shield
Boston Bar Association
Boston Gas Company
The Boston Globe
Boston University
The Children's Museum
Chubb and Son, Inc.
Day, Berry & Howard
Federal Reserve
Bank of Boston
Fidelity Investments
The Gillette Company
John Hancock Financial Services
Harvard Medical School
KPMG Peat Marwick
Liberty Mutual Insurance
Little, Brown and Company
Massachusetts Bay Transportation Authority
Mass Casualty Insurance
Massachusetts Financial Insurance
Massport
Mercer, Inc.
Mintz, Levin, Cohn, Ferris, Glovsky & Popeo
The New England
Ophthalmic Consultants of Boston
Perini Corporation
Plymouth Rock Assurance
The Putnam Companies
Safety Insurance Co.
Shawmut Bank of Boston
Skadden, Arps, Slate, Meagher & Flom
State Street Bank
Stride Rite Corporation
Stone & Webster Engineering
University Hospital
Visiting Nurse Association
WHDH-TV

Source: C. Dillon, Executive Office of Economic Affairs, Boston, MA, personal communication, December, 1991.

Child Care and Children's Advocacy Organizations

Organizations serving the metropolitan Boston area

Boston has 211 child care centers and 941 family child care providers. Consult the Office for Children or Child Care Choices of Boston for information about individual programs.

Alliance for Young Families
8 Kingston Street
Boston, MA 02111
(617) 482-9122

Associated Day Care Services of Metropolitan Boston
95 Berkeley Street
Boston, MA 02116
(617) 695-0700

Black Child Development Institute-Boston
Cathedral Station
P.O. Box 181143
Boston, MA 02118-1143
(617) 288-5580

Boston Association for the Education of Young Children
520 Commonwealth Avenue, Suite 416
Boston, MA 02215
(617) 536-2574

Boston Head Start, ABCD
178 Tremont Street
Boston, MA 02111
(617) 357-6000

The Child Care Capital Investment Fund
c/o Technical Development Corporation
11 Beacon Street, Suite 1100
Boston, MA 02108
(617) 248-0932

Child Care Careers Institute
Wheelock College
200 The Riverway
Boston, MA 02215
(617) 734-5200

Child Care Choices of Boston
178 Tremont Street
Boston, MA 02111
(617) 357-6000

Childcare Project
1485 Dorchester Avenue, #203
P.O. Box 503
Dorchester, MA 02122
(617) 825-6554

Child Care Resource Center
130 Bishop Allen Drive
Cambridge, MA 02139
(617) 547-1063

Committee for Boston Public Housing
Family Community Resource Center
24 Bellflower Street, #215-216
Dorchester, MA 02125
(617) 282-0431

Greater Boston Association for Retarded Citizens
1249 Boylston Street
Boston, MA 02215
(617) 266-4520

Inner City Child Care Directors Network
c/o Roxbury District Court Child Care Center
85 Warren Street
Roxbury, MA 02119
(617) 445-1510

Junior League
117 Newbury Street
Boston, MA 02116
(617) 536-9640

Metropolitan Boston Child Care Network
1485 Dorchester Avenue, #203
P.O. Box 503
Dorchester, MA 02122
(617) 825-6554

Parents United for Child Care
30 Winter Street
Boston, MA 02111
(617) 426-8288

Massachusetts Organizations

Alianza Hispana
413 Dudley Street
Roxbury, MA 02119
(617) 427-7175

Cambridge-Somerville Child Care Alliance
c/o CEOC
11 Inman Street
Cambridge, MA 02139
(617) 868-2900

Child Care Coalition
194 Conant Street
Concord, MA 01742
(617) 825-6554 (508) 746-5850

Coalition on Addiction, Pregnancy, and Parenting
349 Broadway, 2nd floor
Cambridge, MA 02139
(617) 661-3991

Coalition for Basic Human Needs
54 Essex Street
Cambridge, MA 02139
(617) 497-0126

Coalition of Labor Union Women
636 Beacon Street
Boston, MA 02115
(617) 262-6333

Disability Law Center
11 Beacon Street
Boston, MA 02108
(617) 723-8455

District 65-UAW
636 Beacon Street
Boston, MA 02215
(617) 262-6333

Employer Supported Family Care Network
c/o Skadden, Arps, Slate, Meagher, & Flom
1 Beacon Street
Boston, MA 02108
(617) 573-4823

Federation for Children With Special Needs
95 Berkeley Street
Boston, MA 02116
(617) 482-2915

Greater Boston Legal Services
68 Essex Street
Boston, MA 02114
(617) 357-5757

League of Women Voters
8 Winter Street
Boston, MA 02108
(617) 426-2857

Massachusetts Advocacy Center
95 Berkeley Street, Suite 302
Boston, MA 02116
(617) 357-8431

Massachusetts Association for Professional Foster Care
212 Worcester Street
North Grafton, MA 01536
(508) 839-0575

Massachusetts Association of Day Care Agencies
37 Temple Place, 3rd floor
Boston, MA 02111
(617) 422-0711

Massachusetts Association of 766 Approved Private Schools
57 Conant Street, #102
Danvers, MA 01923
(508) 777-1633

Massachusetts Campaign for Worthy Wages
22 Whitney Avenue
Cambridge, MA 02139
(617) 497-0110

Massachusetts School-age Child Care Consortium
P.O. Box 2102
Framingham, MA 01701
(617) 944-0044

Massachusetts Child Welfare League of America
Executives Group
19 Temple Place, #300
Boston, MA 02111
(617) 542-8479

The Massachusetts Children's Legislative Caucus
State House, Room 429
Boston, MA 02133
(617) 722-2116

Massachusetts Coalition for Pregnant and Parenting Teens
71 Elm Street
Worcester, MA 01609
(508) 756-7123

Massachusetts Committee for Children and Youth
14 Beacon Street, #706
Boston, MA 02108
(617) 742-8555

Massachusetts Down Syndrome Congress, Inc.
P.O. Box 866
Melrose, MA 02176
(617) 749-1935

Massachusetts Human Services Coalition
37 Temple Place
Boston, MA 02111
(617) 482-6119

Massachusetts Independent Child Care Organization
52 Donald Street
South Dartmouth, MA 02748
(508) 997-9092

Massachusetts Law Reform Institute
69 Canal Street
Boston, MA 02114
(617) 742-9250

MassPIRG
29 Temple Place
Boston, MA 02111
(617) 292-4800

Massachusetts Society for the Prevention of Cruelty to Children
and Boston Children's Services Association
Joint Advocacy Program
43 Mount Vernon Street
Boston, MA 02108
(617) 227-2280

Massachusetts Union of Public Housing Tenants
784 Washington Street - Suite 504
Dorchester, MA 02124
(617) 825-9750

Network of Massachusetts Licensed Day Care Providers
c/o Candace Roderick
5 Hadley Lane
Westboro, MA 01581
(508) 366-9859

Project Bread
11 Beacon Street, #400
Boston, MA 02108
(617) 723-5000

Statewide Advisory Council
c/o Mike Coughlin
Office for Children
10 West Street, 3rd floor
Boston, MA 02111
(617) 727-8957

Women for Economic Justice
179 South Street, 7th floor
Boston, MA 02111
(617) 426-9734

Women's Statewide Legislative Network
37 Temple Place
Boston, MA 02111
(617) 426-1878

National Organizations

American Academy of Pediatrics
141 Northwest Point Boulevard
P.O. Box 927
Elk Grove Village, IL 60009
(800) 433-9016

Association of Child Advocates
P.O. Box 280
Bloomfield, NY 14469
(716) 657-7256

Center for Career Development in Early Care and Education
Wheelock College
200 The Riverway
Boston, MA 02215
(617) 734-5200

Child Care Action Campaign
330 Seventh Avenue, 18th floor
New York, NY 10001
(212) 239-0138

Child Care Employee Project
6536 Telegraph Avenue, A201
Oakland, CA 94609
(415) 653-9889

Child Welfare League of America
440 First Street, NW Suite 310
Washington, D.C. 20001-2085
(202) 638-2952

Children's Defense Fund
122 C Street, NW
Washington, D.C. 20001
(202) 628-8787

Families and Work Institute
330 Seventh Avenue, 14th floor
New York, NY 10001
(212) 465-2044

Family Resource Coalition
200 S. Michigan Avenue, Suite 1520
Chicago, IL 60604
(312) 341-0900

House Select Committee on Children, Youth and Families
Cannon House Office Building H2-385
Washington, D.C. 20515
(202) 226-7660

KIDSPAC
80 Trowbridge Street
Cambridge, MA 02138
(617) 492-2229

National Association for the Education of Young Children
1834 Connecticut Avenue, NW
Washington, D.C. 20009-5786
(202) 232-8777 (800) 424-2460

National Association for Family Day Care
725 15th Street, NW, Suite 505
Washington, DC 20005
(202) 347-3356 (800) 359-3817

National Association of Child Care Resource and Referral Agencies
2116 Campus Drive
Southeast Rochester, MN 55904
(507) 287-2220

National Black Child Development Institute
1023 15th Street, Suite 600
Washington, D.C. 20005
(202) 387-1281

National Commission on Children
1111 Eighteenth Street,
NW Washington, D.C. 20036
(202) 254-3800

National Committee for the Prevention of Child Abuse
332 S. Michigan Avenue, Suite 1600
Chicago, IL 60604
(312) 663-3520

National Task Force for Children's Constitutional Rights
Box 1620
Litchfield, CT 06759
(203) 567-KIDS

National Women's Law Center
1616 P Street, NW Suite 100
Washington, D.C. 20036
(202) 328-5160

Parent Action
P.O. Box 1719
Washington, D.C. 20013
(703) 242-0487

UNICEF United Nations
34 U.N. Plaza
New York, NY 10017
(212) 963-1234

Worthy Wage Campaign / Child Care Employee Project
6536 Telagraph Avenue, Suite A-201
Oakland, CA 94609
(415) 653-9889

Early Childhood Education Resources

college/university	programs offered:
Aquinas College Early Childhood Education 15 Walnut Park Newton, MA 02158 (617) 969-4400	certification, associate's degree
Boston College Department of Education Campion Hall Chestnut Hill, MA 02167 (617) 552-4214	bachelor's degree, master's degree
Boston University School of Education 605 Commonwealth Avenue Boston, MA 02215 (617) 353-4233	bachelor's degree, master's degree, doctoral degree
Bunker Hill Community College Psychology Department New Rutherford Avenue Boston, MA 02129 (617) 241-8600	certificate
Curry College Education Department 1071 Blue Hill Avenue Milton, MA 02186 (617) 333-0500	bachelor's degree
Fisher College Early Childhood Program 118 Beacon Street Boston, MA 02116 (617) 236-8800	certificate, associate's degree
Harvard University Graduate School of Education Larsen Hall, 7th floor Appian Way Cambridge, MA 02138 (617) 495-3446	master's degree, doctoral degree

college/university	programs offered:
Lasell College Early Childhood Education Department 1844 Commonwealth Avenue Newton, MA 02166 (617) 243-222	associate's degree, bachelor's degree
Lesley College Education Program 29 Mellon Street Cambridge, MA 02138 (617) 349-8930	bachelor's degree
Lesley College Early Childhood Program 14 Wendell Street Cambridge, MA 02138 (617) 349-8416	master's degree
Massachusetts Bay Community College Early Childhood Education Department 50 Oakland Street Wellesley, MA 02181 (617) 237-1100	certificate, associate's degree
Mount Ida College Child Study Program School of Education 777 Dedham Street Newton Center, MA 02159 (617) 969-7000	associate's degree, bachelor's degree
Northeastern University Department of Education 27 Lake Hall Boston, MA 02115 (617) 437-3302	bachelor's degree
Pine Manor College Division of Natural & Behavioral Sciences 400 Heath Street Chestnut Hill, MA 02167 (617) 731-7065	bachelor's degree

college/university	programs offered:
Quincy College Early Childhood Education 34 Coddington Street Quincy, MA 02169 (617) 984-1600	associate's degree
Regis College Education Department 235 Wellesley Street Weston, MA 02193 (617) 893-1820	bachelor's degree
Roxbury Community College Department of Early Childhood Education 1234 Columbus Avenue Roxbury Crossing, MA 02120-3400 (617) 541-5314	associate's degree
Simmons College Education Department 300 The Fenway Boston, MA 02115 (617) 738-2157	bachelor's degree
Tufts University Eliot-Pearson Department of Child Study 105 College Avenue Medford, MA 02155 (617) 627-3355	bachelor's degree, master's degree, doctoral degree
Urban College Program Action for Boston Community Development 178 Tremont Street Boston, MA 02111 (617) 357-6000	certificate awarded by Roxbury Community College
Wheelock College 200 The Riverway Boston, MA 02215 (617) 734-5200	certificate, associate's degree, bachelor's degree, master's degree

Certificate programs award a number of credits in Early Childhood Education and allow entry level staff to gain the college training required to fulfill basic requirements established by the Office for Children.

Source: L. Hudson, Lincoln Filene Center, Tufts University, Medford, MA, telephone survey, September, 1991.

A Child Care Glossary

The terminology of child care is not as simple as ABC. The familiar term "day care" has fallen out of use, due to its association with mere custodial care, or the even less acceptable term, "babysitting." Experts in early childhood development prefer the term "early care and education." Sometimes, the distinctions are confusing. For example, the age groups and activities in "nursery school" might be identical to those in "preschool." However, "nursery school" is generally used to refer to part-time enrichment programs used by non-working parents, while "preschool" tends to be applied to full-time programs for the children of working parents.

Child care: In this report, it refers to all day care arrangements parents make for their children.

Child care centers: Non-residential licensed facilities serving more than 6 children.

Contracted slot: (Also subsidized slot) A placement in a program that holds a contract with the state to provide child care at a reduced cost to the parent. Parents apply to specific providers and eligibility is based on family income and employment status.

DCAP: "Dependent Care Assistance Plan," an inexpensive, easy-to-administer fringe benefit that permits employees to set aside, as pre-tax dollars, up to $5,000 of their salary to meet child care expenses. Using DCAP, employees can save as much as $1400 a year. The benefit of a DCAP grows with the employee's tax liability and is thus a greater benefit to people earning larger incomes.

Developmental child care: The developmental model of education rests on the idea that children of different ages learn in different ways. Most 3-year-olds, for example, are not equipped to read whole words. That insight has helped move preschool curricula away from "academics" and towards an emphasis on experiential learning. Thus, early childhood professionals do not believe that toddlers or preschoolers should be drilled in letters and numbers; young children learn best by playing. Similarly, school-age children should be challenged with hands-on projects rather than rote study.

Family child care: (Family day care) Provided by a licensed individual in a private residence, other than the child's own home. In Massachusetts, the legal limit is six children per family child care home, with no more than two children under the age of 2, unless a second caregiver is present.

Head Start: The 25 year old federally-funded early childhood education and enrichment program for low-income children and their families.

Infant care: For babies from eight weeks to fifteen months old.

Market care: Child care provided in a licensed setting, as opposed to the care provided (either for free or for pay) by relatives, friends, or neighbors.

Preschool child care: For children two years, nine months old until school-age, around 6 years old.

Provider: Anyone paid to provide child care services.

Resource and Referral *(R&R — Previously known as "Information and Referral"):* The agency that helps parents find suitable child care, provides training and technical assistance to providers, and develops child care settings to meet community needs. Also called by its full name, Child Care Resource and Referral (CCR&R).

School-age child care: For children enrolled in grades kindergarten through six, before and/or after regular school hours. Also called after-school child care.

Slot: A place for a child in a child care program.

Toddler: Children 15 months to two years.

Voucher: A coupon for reduced costs that parents redeem at the child care provider of their choice. Vouchers are sometimes supplied by employers but are more commonly thought of in relation to the Department of Public Welfare's back-to-work programs for AFDC recipients.